Preschool for All: Step by Step

A Planning Guide And Toolkit

Updated Draft
January 2, 2004

AMERICAN INSTITUTES FOR RESEARCH®

Preschool for All: Step by Step

A Planning Guide And Toolkit

DRAFT

January 2, 2004

Susan Muenchow
Project Director
Senior Research Scientist

AMERICAN INSTITUTES FOR RESEARCH®

Acknowledgments

The creation of this toolkit involved many people. Special thanks are due to the following groups, without whom the creation of the Toolkit would have been impossible:

- Executive Directors of First 5 County Commissions
- School Readiness Coordinators affiliated with the First 5 California School Readiness Initiative
- Preschool and Child Development Coordinators affiliated with County Offices of Education or local School Districts
- California Child Care Resource and Referral Network
- Child Care and Development Planning Councils (LPCs)

Special thanks are also due to the following individuals, who contributed substantial time, expertise, and supporting documents to the Toolkit:

Barbara Applegate
San Mateo County Office of Education

Dan Bellm
Senior Analyst
Center for the Study of Child Care Employment
Institute of Industrial Relations
University of California, Berkeley

Marcy Conn
Research Director
Child Care Coordinating Council of San Mateo

Carla Dartis
Program Officer
The David and Lucile Packard Foundation

Amy Dominguez-Arms
Policy Director
Children Now

Kara Dukakis
Children Now

David W. Gordon
Superintendent
Elk Grove Unified School District

Sharon Hawley
Education Administrator for Northern Field Services
Child Development Division
California Department of Education

Nancy Herota
Preschool Program Administrator
Elk Grove Unified School District

Karen Hill-Scott
President, Karen Hill-Scott & Company
Director, Universal Preschool Plan for First 5 LA

Tina Johns
School Readiness Coordinator and District Preschool and Literacy Coordinator
Merced City School District

Laura Keeley
Child Development Coordinator
Redwood City School District

Amy Liew
Executive Director
Institute for Human and Social Development
Head Start Member, First 5 San Mateo County Commission

Jeannie McLoughlin
San Mateo County Office of Education

Jessica Mihaly
School Readiness Coordinator
First 5 San Mateo County

Paul B. Miller
Executive Director,
Kidango

Sherry Novick
Executive Director
First 5 Association of California

Maryann O'Sullivan
Executive Director
Preschool California

Kris Perry
Executive Director
First 5 San Mateo County

Elizabeth Pinkerton
Former Preschool Program Administrator
Elk Grove Unified School District, and Member, Sacramento First 5 Commission on Children and Families

Jan Stokely
Executive Director
Child Care Coordinating Council of San Mateo County

Marcy Whitebook
Director, Center for the Study of Child Care Employment
Institute of Industrial Relations
University of California, Berkeley

First 5 California Staff:

Patricia Huston

Joe Munso

Emily Nahat

Roberta Peck

Anthony Souza

Maria Balakshin, Consultant

Introduction

Building upon its School Readiness Initiative, the First 5 California Commission on Children and Families has adopted a Preschool for All Initiative. The Commission's approach is to help communities plan for preschool expansion on a short-term basis without major new statewide funds, while building a foundation that will help support the implementation of Preschool for All, should a new statewide funding source become available. The idea is to build from the ground up, while continuing to work toward the development of a statewide system. "We need to think big, think comprehensively, proceed incrementally, and plan now," as Jane Henderson, First 5 executive director, stated at the Preschool for All Summit in April 2003 (Preschool for All Statewide Summit Proceedings Report, 2003).

This planning guide is designed to help local First 5 commissions, school districts, early care and education providers, and families work together to phase in a system of Preschool for All. The major purposes of the guide are:

- To review options for phasing in access to preschool for all, with a special focus on local implementation,
- To provide guidance that is practical at the county, city and school district level, and
- To help localities be in a position to respond to the growing possibility of preschool as a statewide reality.

The planning guide contains the following sections or "tools":

1. **Overview of the status of the movement for voluntary, universal preschool** -- an update on the progress in California and other states, how a surprising number of local First 5 commissions and California school districts have made major public commitments to Preschool for All activities, what many others are doing to expand preschool services substantially albeit without yet having the explicit goal of universal access, a table of First 5 promising practices, and why the preschool movement is growing despite the dismal budgetary climate.

2. **Guidelines for the development of a quality preschool-for-all program** – areas where there is a research-based consensus on the staffing and other standards necessary to achieve the promise of preschool; First 5 California criteria for Preschool for All Demonstration Grants; extended day services to ensure that the program is accessible to children of working parents; and promising practices for serving children with special needs and children from culturally and linguistically diverse backgrounds.

3. **How to assess the supply and potential demand for preschool services** – resources for determining the supply and characteristics of the existing supply of early care and education (ECE) in the community, for analyzing current usage of ECE, and for estimating the potential demand for preschool were it universally available.

4. **How to estimate the cost of making quality preschool accessible to all –** instructions for how to estimate the per-child per-hour cost at the desired standard of service (e.g., with master teacher with a Bachelor's degree in every class, parity with kindergarten salaries, etc.); the total cost for the target area to be served, including the cost for upgrading existing ECE programs to meet preschool standards and the cost of serving new children; and a scenario for phasing in Preschool for All in a sample county.

5. **How to finance Preschool for All** – exploring the various funding streams used to finance preschool in other states and in the California counties and school districts that are making the greatest progress in implementing or planning for the implementation of Preschool for All.

6. **Understanding children's growth, family experiences, and program effectiveness** – methods for assessing the quality of preschool and other child development-related programs in California and other states, approaches to tracking children's developmental progress and school readiness for purposes of improving instruction, and examples of evaluations of program effectiveness.

7. **Making the local case for Preschool for All** – how localities can publicize the short-term benefits of preschool, and localize the estimates of the long-term benefits of preschool; involving public schools; bringing diverse constituents to the table; use of polls; and marketing and public engagement.

The Preschool for All: Step by Step Planning Guide Toolkit is designed to be a work in progress. The Toolkit will be available on the First 5 California Children and Families website, www.ccfc.ca.gov. New and updated information will be included as it becomes available.

Section 1:
The Status of Preschool for All: Defining the "Universe" of Universal

Susan Muenchow
American Institutes for Research

Marie B.Young
MBY Consulting, Inc.

A movement to make publicly funded preschool services available to all three- and four-year-olds, on a voluntary basis, is developing in many states and localities. This section of the Toolkit will describe the goals and motivations behind the movement; the status of the movement both nationally and in California; and why, even in an unfavorable budget climate, it makes sense to begin to plan and invest in a system of universal access to preschool now.

Preschool-for-All Goals

The primary motivation for making at least a part day of preschool accessible to all is to promote children's school readiness across all developmental domains. Based on a national study of 22,000 children entering kindergarten, more than one-third of children entering kindergarten do not recognize the letters of the alphabet, 42 percent cannot count to 20 out loud, and a significant minority are unable to play cooperatively with others or pay attention long enough to learn in classrooms (Zill & West, 2000; West, Denton, & Germino-Hausken, 2000). In particular, there is concern that many preschool children lack sufficient exposure to pre-literacy activities – listening to stories, playing with the sound of words, interacting with the meaning and the print while people read to them – and that there is a direct connection between pre-literacy experiences and the ease with which children learn to read later on (Snow, 1998). At the same time, there is recognition that social and emotional development is the foundation for all learning.

Meanwhile a growing body of research shows that:

- Children who do attend quality preschools have higher rates of school readiness, better language ability and math skills, and fewer behavior problems (Bowman et al. 2001; Peisner-Feinberg et al. 1999, Helburn et al. 1995).

- Four-year-olds participating in Georgia's Pre-K program improved significantly in pre-math, letter and word recognition, vocabulary and oral expression (Henry, 2003), and Pre-kindergarten classrooms staffed by teachers with Bachelor's degrees made the most progress in closing the achievement gap for disadvantaged children.

- Every $1 spent on high quality early education saves $7 in reduced future expenditures for special education, delinquency, crime control, welfare, and lost taxes – or an estimated $48,000 in benefits per child from a half-day preschool program (Reynolds et al., 2002).

Research has traditionally focused on the benefits of quality preschool for children in poverty. And this evidence that preschool is particularly effective in narrowing, though not eliminating, the learning gap for children from low-income families continues to mount (Henry, 2003; Gormley & Phillips, 2003). But the notion that publicly funded preschool should be *targeted* or *limited* to poor children is changing:

- First, in cities with populations of more than 250,000, two-thirds of the children have at least one of the risk factors associated with not being ready for school: living in poverty, or in single parent households, or with a mother with less than a high school education, or in a household where English is not the primary language (West, Denton, & Germino-

Hausken, 2000; Zill & West, 2000). This demographic reality brings into question whether it is worth the time, money or inevitable stereotyping associated with labeling and means-testing to deny preschool services to the rest of the children;

- Second, there is a concern that the children least likely to experience the benefits of quality preschool – including the identification of learning problems likely to promote problems in school – are neither those from affluent families who have long placed their children in preschool, regardless of the mother's work status, nor those from the lowest-income families, who are more apt to qualify for publicly funded programs, but rather the large group of families in between who do not qualify for subsidized services but cannot afford the full cost of quality programs;

- Third, problems such as grade retention and high dropout rates are more common among the middle class than often assumed (Barnett & Hustedt, 2003). As a result, based on the fact that 9% of children in families with incomes in the top 20% income bracket are held back in school, compared with 18% in the lowest 20%, and that preschool helps prevent grade retention, the National Institute for Early Education Research (2003) estimates the savings associated with providing preschool to *all* children to be $25,000 per child, or roughly half of the benefit estimated for children from low-income families alone.

Another important motivation for Preschool for All is to lead the way toward an integrated early care and education system with a well-qualified, stable workforce across a range of school, center, and family child care-based settings. With a growing number of children birth to five from all income groups in some type of out-of-home arrangement while their parents work, there are concerns about the quality of care that most children experience.

According to a new Smart Start study, the influence of child care quality is equal for children from poor and non-poor families, indicating that all children who are in out-of-home arrangements benefit from high quality early care and education (Bryant et al, 2003). Yet, while families frequently pay more for early care and education than for college tuition, quality care is hard to find. Investing in Preschool for All is seen as a mechanism to help build the infrastructure—a professionally trained and compensated workforce, upgraded facilities, technical assistance and governance—that has long been lacking from early care and education (Kagan & Cohen, 1997; Gallagher & Clifford, 2000).

Overview of the Status of the Preschool for All Movement Nationally

Five states, as described in more detail in Table 1-1, have made an explicit commitment to some type of universal preschool program. Webster's Dictionary defines universal as "of, for or including all," and "not limited or restricted". Although the implementation of universal preschool varies widely in these five states, what differentiates their efforts from past early education programs is precisely the commitment to provide access to services to every member of the specified age group. That is, these five states have established a policy goal to make preschool available on a voluntary basis to *all* children, regardless of income, at least within certain specified school districts or geographic areas:

- Georgia makes free services available to all 4-year-olds, and 70 percent of the children now participate;
- Oklahoma makes free services available in any school district which chooses to participate, and 65 % of 4-year-olds are currently enrolled;
- New Jersey offers preschool services free to all 3- and 4-year-olds who live in 30 high-poverty school districts as a result of a court decision on school finance equity, and more than 2/3 of the preschool children in those districts participate;
- New York has made a commitment to universal services, although in practice priority is given to low-income children and "high needs" districts for free services during the phase-in period, and approximately 25% of 4-year-olds participate; and
- Florida voters enacted a ballot initiative in November 2002 requiring that free preschool services be available to all 4-year-olds by the school year of 2005-06, and a Universal Preschool Advisory Council recommended program standards to the State Board of Education in October 2003.

In addition, at least three states, including California, have conducted – or are in the midst of conducting – significant statewide planning efforts to make preschool services available to all:

- Massachusetts, where legislation was introduced in December 2002 to provide free services to all three- and four-year-olds;
- Illinois, where the former Governor proposed a 10-year plan for "Illinois Preschool," and where although the roll-out of the program is being postponed due to the state budget crisis, investments in the workforce development necessary to support universal preschool continue to move ahead; and
- California, where the State Superintendent of Public Instruction spearheaded a Universal Preschool Task Force in 1998, the Master Plan for Education in 2002 recommended that the state provide access to formal preschool programs for the two years prior to kindergarten entry, and the First Five California Children and Families Commission in 2003 committed $100 million to Preschool for All Demonstration Grants.

Beyond these eight states that have made either explicit commitments to preschool for all and/or conducted major planning efforts to provide universal access, at least 34 other states have a Pre-kindergarten program for children who are educationally or economically disadvantaged. Of these states, two stand out because of the large number of children enrolled:

- South Carolina, where the Educational Improvement Act designated that within 10 years all school districts would have a program to serve children at risk of academic failure or for whom English is a second language (ESL), and where 30% of the statewide 4-year-old population is now served; and
- Texas, where any district with at least 15 at risk children (defined as educationally disadvantaged, homeless or ESL), must offer a Pre-K program, and where 22% of the 4-year-old population is currently enrolled.

Table 1-1. Universal Preschool Efforts in Pioneering States

	Georgia	New Jersey*	New York*	Oklahoma	Florida	Illinois*	Massachusetts*
Name of Program	Georgia Pre-kindergarten Program	Two programs: *Abbott* preschool program (in 30 low-income districts) and ECPA (Early Childhood Program Aid) preschool expansion program (in 102 other low-income districts)	Universal Pre-kindergarten Program	Early Childhood Four-Year-Old Program	Pre-K for All	Proposed program: Illinois Preschool Current public awareness campaign: Early Learning Illinois	Early Education for All
Status of Implementation	59% of eligible children being served (70% if Head Start included)	In the 30 high-poverty districts, 67% of eligible children participate	25% of eligible children being served	65% of eligible children being served in either the pre-k program or Head Start	Ballot initiative passed Nov. 2002; legislation enacted 2003 requires State Board of Education to recommend standards by October 2003. See www.upkcouncil.org for copy of UPK Advisory Council report to State Board or Education on October 21, 2003.	Proposed; currently delayed due to state's budget crisis	Legislation introduced Dec. 2002
Children Served	65,500	*Abbott*: 36,465 (2002-03); ECPA: 6,842 (2001-02)	52,000	28,000	70% of 217,000 eligible (proposed)	202,000 proposed	142,000 proposed
Funding Level	$245 million	$380 million FY 02-03 (for *Abbott* preschool and kindergarten); $30 million budget increase in FY 04 despite state budget problems	$205 million	$64 million; budget cut in FY 04	Estimated $425 to $650 million needed, but funds not provided in ballot initiative	Proposed $468 million; $30 million budget increase in FY 04 despite state budget problems	Estimated $1 billion over 10 years
Ages Served	4 year olds	*Abbott*: 3 and 4 year olds; ECPA: 4 year olds	4 year olds	4 year olds	4 year olds	3 and 4 year olds	3-5 year olds
Hours/Days of Operation	6.5 hours/ 180 days (school year)	*Abbot*: up to 10 hours/245 days; ECPA: half-day for 4 year olds; full-day kindergarten in all 132 districts	2.5 hours/ school year	2.5 hours (half-day) or 6 hours (full day/school year); 43 percent of children in full-day, and 57 percent in full-day	UPK Advisory Council recommends that UPK funding support up to 6 hours, with a minimum of four hours of high quality programming.	Minimum 2.5 hours/school year (full year if both parents working)	Maximum 4/school year

* State efforts supported by the Pew Charitable Trust

Adapted, expanded and updated from a chart prepared by *Fight Crime: Invest in Kids California, Children Now,* and *First 5 San Mateo County* and included in Preschool for All: 2003 Statewide Summit proceedings.

	Georgia	New Jersey*	New York*	Oklahoma	Florida	Illinois*	Massachusetts*
Family Fees	No fees	No fees	No fees	No fees	No fees	No fees for low income; sliding scale for others	No fees
Providers	Public schools (57%) and private child care centers (43%)	Public and private	Public and private	All programs run by the public schools, although collaborations with Head Start and child care centers are not uncommon	Public and private	Public and private	Public and private
Local Administration	Board of Education; private providers	School Districts	School Districts (may opt out)	School Districts (may opt out)	UPK Advisory Council recommends that school readiness programs be transferred to Department of Education at the state level and be administered by coalitions at the local level	Local community collaborations	Local Early Education for All
Phase-in-Plan	Started in 1993 as low-income-only program, implementation within 2 years; Governor succeeded in making program universal	*Abbott* programs began in Sept. 1999; ECPA program began 1996; programs in existence in all eligible districts by Sept. 2001	Started in 1997 with 4-year phase-in (intended to be universal by 2001); postponed due to budget	Established by legislation in 1998	Goal: universal access for 4 year olds by school year 2005-06	Uncertain; original proposal: universal by 2005	Goal: full implementation 10 years after passage of original legislation (start with 6 pilots and implementation of a workforce development plan)
Teacher Qualifications	Teaching certificate or BA or AA in ECE or postsecondary degree related to early childhood	*Abbott*: new preschool-third grade certification established; all teachers to have BA and P-3 endorsement by 2004 ECPA: teacher certification required	All teachers to be certified in elementary education by year 4	Teachers must have a college degree and a certificate in early childhood education, and receive same compensation and benefits as teachers in elementary schools	UPK Advisory Council Report recommends phased in approach, with minimum of 2 teachers with CDA for every 20 children. *5 year target*: At least one teacher per class with an AA *8 year target*: At least one teacher per class with a BA and early childhood credential	BA and ECE certification	ECE certified teachers in every classroom; AA for one teacher in every classroom within 5 years, and BA within 10 years of passage of legislation

* State efforts supported by the Pew Charitable Trust
Adapted, expanded and updated from a chart prepared by *Fight Crime: Invest in Kids California, Children Now,* and *First 5 San Mateo County* and included in Preschool for All: 2003 Statewide Summit proceedings.

	Georgia	New Jersey*	New York*	Oklahoma	Florida	Illinois*	Massachusetts*
Other Quality Standards	Georgia's Pre-K Learning Goals and Pre-K Program Quality Assessment (PQA)	*Abbott*: Classrooms capped at 15 students with one teacher and one aide; preschool curriculum linked to K-12 core standards	New standards	All programs must follow standards established by State DOE for ECE programs.	UPK Advisory Council Report recommends maximum class size of 20, and minimum of 5. Florida Gold Seal accreditation or accreditation by Southern Association of Colleges and Schools within one year of UPK implementation.	Not yet decided	New standards; comparable pay for early educators and K-12 teachers; establishment of career ladders and incentives for training/education
Financing Mechanism	Lottery	State funding with TANF/CCDF wrap-around funding for *Abbott* districts	General Funds		None specified. Ballot initiative states that funds cannot be from existing education, health or development. UPK Advisory Council recommends that all funding that currently supports early learning for eligible 4-year-olds be used to maximum degree possible.	Education Funds (funded by formula, not by earmark)	None specified, but cannot be from existing early care or school-age program funding
Political Leadership	Governor	School finance lawsuit; State Supreme Court; coalition of groups	Assembly Speaker; Legislature overrode Governor's veto to fund program	Governor	Mayor of Miami-Dade County for ballot initiative; new Lieutenant Governor chaired UPK Advisory Council.	Unclear; former Governor's initiative, but attracted interest of new Governor.	Coalition of Groups

* State efforts supported by the Pew Charitable Trust
Adapted, expanded and updated from a chart originally prepared by *Fight Crime: Invest in Kids California, Children Now,* and *First 5 San Mateo County* and included in Preschool for All: 2003 Statewide Summit Proceedings Report.

The Status of the Preschool for All Movement in California

California – and the California Department of Education (CDE) in particular -- have a long commitment to public support for preschool for disadvantaged children. CDE has also been a leader in efforts to improve the quality of preschool and other early care and education programs. Major programs and initiatives include the following:

The **State Preschool Program**, first established more than 60 years ago, is administered by the California Department of Education, Child Development Division (CDD), through contracts with county offices of education, school districts, and private agencies. This program now serves 141,452 children from low-income families.

The **General Child Care and Development Program,** which meets the same standards as the State Preschool Program, is the state's largest contracted early care and education program, and utilizes centers and family child care networks to provide full-day services, including an educational component, to children birth to 12.

The **Child Development Permit Matrix**, established in 1997, provides workforce development requirements not only for the State Preschool Program but also for all publicly supported child development programs. To facilitate progress on this career lattice, First 5 California Children and Families Commission has committed more than $50 million to professional development activities, and the initial years of the **Compensation and Retention Incentives** have drawn more than $58 million in matching funds from local First 5 commissions and other state sources.

The **Desired Results for Children and Families System** was developed by the CDE/CDD to improve the quality of the child development services it provides. In focusing on the results desired from the system, it represents a departure from the process-oriented compliance model typical of traditional accountability systems. The new system is designed to document the progress made by children and families in achieving desired results, and provide concrete information to help practitioners improve program quality. The Desired Results Developmental Profile is a structured observation tool that helps teachers to track children's progress over time across key domains of development. In addition, the system includes Program Quality Standards, use of standardized environment rating scales, a family survey, and a process for conducting ongoing program self-evaluation. (For a complete description of the various components of the Desired Results System, the current revisions underway in the system, and its relationship to the Desired Results: Access for Children with Disabilities and the Modified Desired Results Developmental Profile, see also Section 6 on Understanding Children's Growth, Family Experiences, and Program Effectiveness.)

In 2000, the CDE published the **Prekindergarten Learning and Development Guidelines**, to address the brain research and to recommend best practices for the broad spectrum of preschool programs to prepare children for later success in school.

To promote the expansion of facilities, CDE made available through a **Child Care Facilities Revolving Fund** nearly $49 million to providers under contract with CDE for the lease-purchase of new, re-locatable child care facilities. Additional work on facilities development included the

state-funded **Regional Resource Centers** and the **Building Child Care Collaborative** that aim to provide technical assistance on facilities development. As a private partner, the David and Lucile Packard Foundation funded **Local Investments in Child Care Projects** as well as spearheaded the **Affordable Buildings for Children's Development (ABCD**) project, which is intended to promote the statewide expansion and renovation of early care and education facilities. First 5 California is also contributing to ABCD technical assistance.

Despite the long history of commitment to preschool programs, however, according to the National Institute for Early Education Research (NIEER), only 45.8 percent of 3- and 4-year-olds are enrolled in preschool programs in California (including not only state preschool and Head Start, but also privately operated nursery and preschools). California ranks below average among the states in the percentage of children enrolled in preschool, and fifth from the bottom when enrollment in child care centers is included (National Institute for Early Education Research, 2003; First 5 California, 2003).

The low income eligibility requirements—poverty level for Head Start, and a maximum of $35,000 for a family of three for most state-subsidized early care and education programs—pose a major barrier to enrollment in a state with a high cost of living. Many families in California who earn more than the maximum allowable income for admission to these programs still cannot afford to purchase preschool services on their own. According to testimony provided by Elias Lopez and Patricia de Cos at a legislative hearing in April 2003 at the request of Assemblywoman Wilma Chan, Majority Leader, California's low preschool rate is also a function of the lower enrollment rates of Asian/Pacific Islander, African American, and Latinos in preschool and center-based programs.

Superintendent's Universal Preschool Task Force

Within the past decade, there has been a growing interest in making publicly supported quality preschool services available to *all* 3- and 4-year-olds, regardless of family income, in California. In 1998, State Superintendent of Instruction Delaine Eastin's Universal Preschool Task Force proposed that publicly funded preschool services be offered to all 3- and 4-year-olds within 10 years. The primary motivation behind the Task Force recommendations was education reform. The report viewed universal preschool as an "urgent education priority" (Superintendent's Universal Preschool Task Force, 1998) for the following reasons:

- Concerns that California lags behind most other states in the educational achievement and academic success of its students;
- New evidence that what a child experiences and learns before kindergarten is far more important in shaping the a child's capacity and enthusiasm for learning than previously recognized;
- Research demonstrating that quality preschool services improve children's school readiness and school completion rates, while reducing costly expenditures for grade repetition, compensatory education, delinquency and crime;
- Concerns that, despite the new knowledge about their importance, "high quality early childhood programs are the exception, not the rule," as documented in two national studies drawn in part from California; and

- Survey findings that the majority of families in California report that they have neither good nor affordable choices in early care and education.

The following is a chronology of some of the subsequent statewide efforts contributing to the movement for universal access to preschool in California:

- In 2000, California's Department of Education published *Prekindergarten Learning and Development Guidelines* to help ensure that preschool programs, regardless of setting, would prepare children for school across multiple domains – language, social and emotional, cognitive, and physical development.
- Since 2001, the First 5 California Children and Families Commission has committed $206.5 million, with an additional $206.5 million in local matching funds, to the School Readiness Initiative, which many local First 5 commissions have used at least in part to expand preschool;
- In 2002, the state's Master Plan for Education recommended that preschool services be made available to all three- and four-year-old children in the two years prior to school entry;
- In 2003, the David and Lucile Packard Foundation announced its commitment to Preschool for All, and established Preschool California to help lead a campaign on behalf Preschool for All; and
- In April 2003 the Commission co-sponsored with First 5 San Mateo, First 5 LA, and the Packard Foundation the Preschool for All Universal Preschool Summit;
- Also in April 2003, the first hearing was held on AB 56, which would create a system of school readiness centers and provide voluntary access to preschool for 3- and 4-year-olds by 2014;
- In July 2003, the Commission set aside $100 million over four years to support Preschool for All Demonstration Projects. The purpose of the Preschool for All Demonstration projects is to:
  - Demonstrate – within a limited number of counties and school districts -- the impact of voluntary preschool for all 4-year-olds on children's readiness for school;
  - Provide a learning 'lab' for implementing high quality preschool programs in diverse settings;
  - Reduce the disparities in outcomes by addressing the language/cultural diversity of California's children and providing programs inclusive of children with special needs; and
  - Inspire public will to support efforts to expand preschool for all children.
- In October 2003, the California Teachers Association announced plans to introduce a ballot initiative that would raise $4.5 billion for education annually, including $1.5 billion for preschool education.

Local First 5 Champions of Preschool-for-All

In addition to the above statewide efforts, several local First 5 commissions have emerged as major leaders in championing universal access to preschool:

- In 2002, ***First 5 LA*** committed $100 million in local Proposition 10 funds to provide seed money for phasing in universal preschool services in Los Angeles County, and in October 2003 the commission voted to spend $500 million over the next five years on the system that eventually will seek to enroll more than 150,000 4-year-olds. According to Dr. Karen Hill-Scott, who has directed the planning process, the draft plan is expected in mid-November, and the first model sites will be launched in September 2004.
- In February 2003, ***First 5 San Mateo*** completed a Universal Preschool Feasibility Study funded by the David and Lucile Packard Foundation, and a facilitated design group has spearheaded a strategic plan endorsed by key stakeholders. The First 5 commission has committed $1 million per year in seed money for the initiative, and plans are underway to launch a Preschool for All San Mateo County program in fall 2005.
- In April 2003, ***First 5 Alpine***, located in the county with the smallest population in California, helped open with Early Learning Opportunity Grant funds the first classroom of what is intended to be a universal preschool system.

See Table 1-3 for more information on each of the above initiatives. For additional details on the ***First 5 LA*** Draft Strategic Plan and the San Mateo Feasibility Study, consult the local commission websites (www.prop10.org for ***First 5 LA*** and www.co.sanmateo.ca.us/smc/department/first5).

Early School District Leaders in Preschool-for-All

Several school districts have also emerged as early leaders in phasing in universally accessible preschool programs, in some cases district-wide, in others in Title I or School Readiness Initiative-designated schools. Early implementers include Elk Grove Unified School District, Merced Unified School District, New Haven Unified School District, San Diego Unified School District, and San Jose Unified School District.

As indicated in Table 1-2, the school district-sponsored preschool programs vary in the age of children served, the hours/days services are offered, the financing mechanisms, and program auspices and settings. However, the programs also share many common elements, from which the following lessons can be drawn:

- Support of the School Superintendent has been instrumental in the expansion of the programs.
- Tracking the performance of children enrolled in preschool through 3rd grade is particularly effective in convincing school officials of the efficacy of investing in preschool.
- All of the programs rely on multiple funding streams, such as State Preschool, Head Start, General Child Care. But it is the Title I and First 5 School Readiness Initiative funds that provide the greatest flexibility to serve children above the current income eligibility ceiling for publicly funded programs.

- Paying teachers salaries comparable to K-12 staff is possible if district has access to Head Start, Title 1, state preschool funds, and if the teachers work two part-day sessions per day.

Table 1-2: School District Preschool- for-All Efforts

School District	Elk Grove	Merced	New Haven (Operated by Kidango)	San Diego	San Jose
Children Served	73% of children entering K in 3 First 5 School Readiness-targeted schools now have State Preschool or Head Start; 51% in Title I eligible schools; 16% district-wide	Nearly 90% of children entering kindergarten in Merced City School District (MCSD) in 2004 will have had some level of preschool experience through State Preschool, Head Start or contracted private sector providers.	550 (29%) of the 1900 3- and 4-year-olds entering K in the school district; every elementary school now offers preschool	220 in State Preschool, 2200 in General Child Care, 2000 in Head Start, 125 infants and toddlers	408 of 2,000 3- and 4-year-olds in 11 First 5 School Readiness-targeted attendance areas are in preschool programs
Ages Served	Priority to 4-year-olds and 3-year-olds with special needs	Priority to 4- and 5-year-olds not yet in K	3 & 4-year-olds	Birth to 5, with priority for three and four year-olds	3 & 4-year-olds
Hours/Days of Operation	Part-day, part-year; morning, afternoon & twilight classes	Part-day, part-year; morning, afternoon & twilight	Most sites are part-day, 3 sites are full-day; all operate full year	A mix of models (part-day, full-day, twilight)	A mix of models (part-day, full-day)
Family Fees	None	None	62% of families qualify for free services; the remaining families pay a fee.	No fee-based preschool	Parents pay fee for preschool teacher
Teacher Qualifications	Credentialed teacher with BA and 12 hrs. ECE; Newly hired assistants required to have 48 college units or AA; part-time parent leader	All new MCSD preschool teachers have a BA at a minimum. Some have both a BA & a teaching credential.	Staffing per classroom: Master teacher with BA. Second teacher with A.A., & parent or other volunteer	Child Development Permit with support from San Diego CARES to move up on matrix.	
Other Quality Standards	Class size of 20; Emerging Literacy & Numeracy Curriculum; Head Start Performance Standards	3 of 10 sites NAEYC accredited; rest applying.	Most facilities score at least 5 on ECERS scale; some as high as 6.8 out of 7. Most centers in process of applying for NAEYC accreditation; Head Start Prism	Coordinated Compliance Review standards. All programs are licensed. Developed own preschool content and performance standards before Desired Results. Now, all staff trained in Desired Results.	Training for all preschool staff to strengthen skills to teach literacy; Family Early Learning Centers incorporate health clinics, adult education, 7 preschools
Inclusion of Children with Special Needs	Collaboration with Sacramento COE allows multiple full inclusion classes at 4 schools	Inclusion of 45 children with special needs. School district and County Office of Education collaborated to provide a rubberized playground at largest preschool site to help accommodate children with special needs as well as typically developing children. Now working on a project to establish a new inclusive preschool on land owned by Greek Orthodox Church near UC Merced.	Program serves children with disabilities; some have IEPs with the Special Education Program funding the service.	Children who qualify financially or through CPS are accepted. Special education techs provide additional support for severely disabled children. Deaf and hard-of-hearing children are included in 2 sessions. Will use First 5 $ to open a session for the visually impaired. Will work with K-12 special education teachers to train aides to work with children with special needs – creating a career ladder team.	

School District	Elk Grove	Merced	New Haven (Operated by Kidango)	San Diego	San Jose
Financing Mechanism	District allocates 1/6 of Title I funds to preschool; Use Head Start, State Preschool, & Title 1 to fund full-day pre-K teachers on same salary schedule as K-12 teachers; Local First 5 funds assist with facility purchase	First 5 SR grant served as catalyst; Applied for maximum State Preschool Expansion Funds; Title I; Child Care Facilities Revolving Loan Fund & Local First 5 to purchase facilities. Since then district has been awarded $2.4 million Early Reading First Grant, and a $930,000 Even Start grant. Funds to compensate new teachers with BAs have been allocated from School Readiness Initiative and from a Packard Foundation grant.	Operating costs funded by state preschool, Head Start, General Child Care, and full fees from middle and upper income families; funding for facilities from Repair and Renovation Grants from Department of Education; Community Block Grant funds from cities of Hayward, Union City; playground funds from First 5 Alameda	Head Start, State Preschool, General Child Care. First 5 School District contributes $10.5 million for staff development and expansion above 75% SMI. Head Start, District, and state funds for facilities.	Parent participation preschools financed as follows: -District provides facilities (($9 million bond) -Adult education pays for teacher of parents -Parents pay for preschool teacher -First 5 subsidizes parent fee. -Partnerships with City of San Jose Smart Start, FIRST 5, local foundations, adult education.
Keys to Success	School Superintendent strongly supports; Longitudinal study shows results; Title I allows to serve children above income limits for Head Start & State Preschool	School Superintendent & School Board strongly support; Title I funds allow 2 of 12 classes to serve children above income limits for State Preschool. Ongoing support from First 5 Merced County Children & Families Commission has provided leverage to draw down many of the above funds.	Both former and current School Superintendents strongly support. The support began when Guy Emmanuelle, who started his career as a State Preschool Administrator, served as Superintendent. The support continued when Ruth McKenna, former Deputy State School Superintendent during the period of the Superintendent Delaine Eastin's Universal Preschool Task Force, became New Haven School Superintendent. And the support has continued under Susan Speakman, the current School Superintendent. The director of Kidango, a private non-profit organization, has also been a key factor in the successful expansion of the program.	New School Superintendent 5 years ago set goal of preschool on all 180 campuses. School Board supportive. Head Start partnership.	School Superintendent & Board highly supportive; program design driven by extensive family & community input
Contacts for Additional Information	Nancy Herota, Program Administrator, 916-686-7712	Tina Johns, School Readiness Coordinator and District Preschool and Literacy Coordinator, 209-385-6619	Paul Miller, Executive Director, Kidango, 510-744-9280	Candace Mendoza, Director of Early Childhood Education, 858-496-1821	Patsy Storie, Child Development Administrator , 408-535-6677

Local First 5 Commission Preschool-Focused Activities

While the First 5 counties and school districts mentioned above have made the most explicit commitments to preschool-for-all, a survey conducted by American Institutes for Research indicates that virtually all of the local First 5 commissions are investing in activities essential to the development of a preschool system. These activities include significant efforts to expand preschool or other structured early learning programs for preschool age children, to improve the qualifications of the early childhood education workforce, to upgrade the quality of other aspects of existing programs, to develop new facilities, to conduct outreach to promote enrollment in preschool, to extend the length of part-day preschool programs to make them more accessible to children of working parents, and to expand services to children above the current state income eligibility limits for state preschool.

For example, as indicated in Table 1-2:

► **Half of the survey respondents (or 23 of the 45 local First 5 Commissions responding) consider expansion of preschool and/or early care and education to be a primary focus of their commission, and another 12 consider it at least a secondary priority. In addition to the above-described initiatives in First 5 LA, First 5 San Mateo, and First 5 Alpine, several other local commissions have set very specific goals to promote preschool expansion. For example:**

- **Colusa County Children and Families Commission** has set a goal to increase preschool participation by 15% per year to 64% by 2006;

- **Merced County Children and Families Commission** initially set a goal to provide preschool to 75% of all 4-year-old children in all 10 under-performing schools in Merced City School District (MCSD) within four years. As a result of using state preschool expansion, Title 1, Head Start, First 5 School Readiness, and other new grant funds, they expect 90% of children entering kindergarten in the Merced City School District in 2004 to have had some level of preschool experience in State Preschool, Head Start, or programs contracted with private providers;

- **Children and Families Commission of Orange County** reports that, as a result of the decision to hire school readiness coordinators in all 26 school districts a year in advance of the implementation of the School Readiness Initiative, all districts eligible for School Readiness funds applied for the State Preschool expansion funds;

- **First 5 Riverside** has set a goal to expand preschool participation by 20% per year;

- **First Five Commission of San Francisco,** in conjunction with the San Francisco Childcare Planning and Advisory Council, the San Francisco Unified School District, the San Francisco Department of Children, Youth, and Their Families, and community stakeholders, will submit to the Board of Supervisors by September 2004 a proposal for a universal preschool program for San Francisco. This follows the Board's approval of a measure in October 2003 to commit $20 million per year to preschool by FiscalYear 2009-10.

- **First 5 Santa Clara** is considering a process to plan Quality Early Learning Opportunities for All, serving children birth to 5;

- **Sonoma Children and Families Commission** has pledged to increase the percentage of children receiving some type of structured early care and education from 30 to 60% in seven contiguous school neighborhoods participating in its school readiness initiative;

- **First 5 Tulare** has set a goal to make voluntary Pre-kindergarten available for all 4-year-old children at 16 schools eligible for school readiness funds within four years, and has committed $100,000 per site to expand or upgrade programs and to leverage operating dollars; and

- **First 5 Ventura** has pledged to make preschool services available to increase the percentage of children entering kindergarten with preschool experience from half to more than 70 percent.

► **Twenty-seven local First 5 Commissions consider development of the preschool/early care and education workforce to be a primary focus of their commission, and 10 more indicate that it is at least a secondary priority. Notable examples include:**

- Establishing a Child Development Corps that supports child care providers through professional development opportunities and a stipend program (e.g., **First 5 Alameda** and **First 5 Sierra**), establishing a mobile outreach program (**First 5 Calaveras),** and investing in a countywide teacher education component that will offer stipends, mentoring, recognition and membership in a professional organization to providers that achieve benchmark status on the Child Development Permit matrix (**First 5 Contra Costa).**

- Providing local match to state-supported CARES stipends**.** For example, **Napa Children and Families Commission** has committed $1.5 million ($500,000 per year) to CARES stipends to encourage professional development; **First 5 Nevada's** Educator Support Program provides stipends and benefits reaching 20 percent of child care providers; **First 5 Santa Clara** funds the Institute for Early Childhood Professional Development to focus on early care and education (ECE) provider training and workforce development through administration of the CARES program.

- **Merced County Children and Families Commission** School Readiness funds will be used to help improve the salaries of preschool teachers who have BA degrees. In addition, an Early Reading First grant awarded to the Merced City School District will provide literacy coaches, standards-based curriculum, and stipends for current staff to seek BA's and MA's.

► **Thirty-five First 5 Commissions indicate that upgrading existing preschool and other early care and education programs is a major priority, making it the most frequently mentioned preschool/ECE-focused strategy. Notable local commission approaches include:**

- Countywide accreditation programs, as spearheaded by **Children and Families Commission of Santa Barbara and Children** and **Families Commission of El Dorado;**

- Making assessment under the Early Childhood Environment Rating Scale (ECERS) or the Family Day Care Rating Scale (FDCRS) a condition for receipt of mini-grants or receipt of CARES stipends**,** as required by **First 5 Fresno First 5** and **Sonoma Children and Families Commission** (CHECK); and.

- Enhancing curriculum**,** as **First 5 San Diego** does, through its School Readiness initiative to enhance the High/Scope curriculum and provide more formal early literacy programs.

► **Seventeen of the responding First 5 commissions place a primary focus on the development of new early care and education facilities, indicating that a shortage of facilities is a major barrier to the expansion of preschool. Examples of innovative local efforts include:**

- Working with plans for new elementary schools to make sure there is space set aside for preschool**,** as **First 5 Fresno** is doing with 10 new schools in Fresno Unified School District;

- Joining with school districts to support the inclusion of funds for preschool facilities in school district bond issues**,** as in **First 5 LA** and **First 5 Santa Clara**;

- Using local First 5 commission funds to purchase facilities, as in **First 5 San Benito, First 5 Ventura**, and **First 5 Riverside**, where the latter has funded 5 model facilities and, in partnership with a school district, established a Preschool Academy (Rob Reiner Children and Families Development Center);

- Leveraging the Community Based English Tutoring (CBET) program to obtain funds for portable classrooms that can also be used to house preschool programs for the children of parents enrolled, as in **Children and Families Commission of Orange First 5** and **First 5 Contra Costa;** and

- Working in partnership with Tribal organizations, as **First 5 Alpine** did to start the first preschool program on tribal land in the county**,** or with Head Start, with whom many local commissions have partnered.

► **Twenty-one responding First 5 commissions place a major focus on outreach to promote enrollment in existing preschool and other structured early learning programs.** These commissions indicate that one of the barriers to Preschool for All is limited awareness of existing programs, particularly in the Latino community.

- The **Contra Costa, Monterey,** and **San Diego** commissions all use the Promotores model to reach out to parents to inform them of the preschool and other ECE services available, including programs to serve Spanish-speaking families and children with special needs. In San Diego, the program provides mothers with training and stipends to do outreach in their own neighborhoods;

- Home visitation to identify children who have not had access to early education is another frequent approach; the **First 5 Kern** home visitation program includes a 10-week curriculum designed in part to promote children's developmental progress as profiled in Desired Results; and

- Noting that preschool and Head Start have traditionally been underutilized by the Latino families in the neighborhoods surrounding the schools that offer these programs, **Sonoma Children and Families Commission's** School Readiness program hires family advocates/mentors to visit families with young children and publicize the availability of these programs.

► **Ten responding First 5 commissions indicate that linking part-day preschool programs to extended day/year options is a major focus,** and that, without this effort, major portions of children of working parents will be unable to participate. Innovative local strategies include:

- Upgrading existing full-day ECE programs to meet desired new preschool standards, as in the **FIRST 5 LA** and **First 5 San Mateo** Preschool for All plans;

- Working with family child care providers to provide wraparound care for part-day, school-based preschool programs, as in **Merced's** preschool program,

- Working on a waiver with CDE/CDD to allow pooling of unallocated State Preschool slots to private early care and education providers who can meet Title 5 standards, as in **El Dorado**, and

- Using local commission funds to increase the state preschool day to full day, as in **Santa Barbara** and **Fresno**, or Head Start funds to expand the state preschool day, as in **Mendocino** and **Placer**.

► **Ten responding First 5 commissions make expanding the eligibility for publicly-funded preschool a primary priority,** indicating that the current income ceilings for state preschool and subsidized child care (and even lower thresholds for Head Start) are a major problem for families who earn too much to qualify but still cannot afford the full cost. Innovative local strategies include:

- Using local commission funds, as in **Amador, Orange,** and **San Diego**, to support scholarship funds for children who do not qualify for publicly supported programs or who attend schools that are not low-performing and hence do not qualify for First 5 School Readiness funds.

- Encouraging school districts to contribute Title I funds to preschool is another strategy, because there are no income eligibility limits for Title I so long as the school as a whole meets the Title I guidelines. In **Orange** County, **Santa Ana School District's** school readiness coordinator used test scores to help convince that district to designate $1.5 million in Title I funds to preschool; **Elk Grove School District in Sacramento** contributes 1/6 of its Title I funds to preschool, and **Merced School District in Merced** also devotes some Title I funds to preschool.

Table 1-3: Local First 5 Commission Preschool-Focused Activities

County	Activity Summary	Preschool/ ECE Expansion	Develop Workforce	Upgrade Existing Programs	Develop Facilities	Outreach To Promote Enrollment	Extend Day/ Year	Expand Income Eligibility
Alameda	Focus is on improving the quality of early child experiences for all children, including those at home or in license-exempt care. The **Child Development Corps** supports child care providers through professional development opportunities and a stipend program. The Child Care Fund provides loans, grants and technical assistance for facility improvements and development and business practice training. School Readiness is embedded in all Commission initiatives specifically including: **Pre-K Summer camp** for children with no formal care experience, community grants to agencies providing school readiness and mental health services, and collaborative efforts with pediatric practices, law enforcement and elementary schools		P	P	P	S		
New Haven Unified School District In Alameda County	Alameda County First 5 provides local commission funds to support playground renovation for the **New Haven USD Preschool - for-All initiative**. Every elementary school plus one high school and one adult education school now offer preschool. Operating costs funded by State Preschool, Head Start, General Child Care, and full fees from middle and upper income families. The program was full with a waiting list after the first year. The program will continue to expand once the waiting list provides the necessary momentum. The school district contracts with **Kidango**, a private non-profit, to provide the preschool program. Most sites offer a part-day program, with three full-day programs. Services are offered free to the approximately 62% of families currently income eligible for state preschool; the other families pay a fee. Most lead teachers have a BA. Most facilities score at least 5 on ECERS scale; and some are as high as 6.8 out of 7. Most centers are accredited or in the process of applying for NAEYC accreditation. In addition, the program uses Desired Results to track the progress of children, and the Head Start Prism system to ensure program quality. Funding for facilities went to New Haven from Repair and Renovation Grants from the Department of Education, and Kidango received Community Development Block Grant funding from the **Cities of Hayward, Union City** and **Alameda County First Five** for playgrounds. The program serves **550 of the 1900 3-4 year-old children in the school district**.	P		P	P	P	P	P
Alpine	The **first preschool classroom opened in April 2003**, and already there are 20 children on a waiting list. Collaboration was the key; partners include Head Start and the **Tribal Council**. Facilities are a real issue; for this program the only available classroom is on tribal land; the plan is to use Tribal TANF funds to help sustain the program. To create this program, Head Start hours were extended, and those children are the first priority. As space and funds permit, the goal is to serve all children from 30 months to five years of age.	P			P		P	
Amador	SR Initiative will fund a **5-week summer program that will be offered to 20 children** who have never attended formal preschool. In addition, SR Initiative will fund a mobile outreach program to offer support, materials, mentoring, and training on school readiness aligned with state standards to family- and center-based providers. Training will include identification of special needs. Scholarships will be provided to children who do not qualify or are on waiting lists for preschool programs. Providers serving these children must participate in CARES. The Mothers' Club received funding to support activities and to a start a parent co-op. The Baby Welcome Wagon Kit program will be expanded to serve toddlers.		P	P		P		P
Butte	The overall goal of the SR Initiative is to **enhance and connect with the existing supply**. There has been a concerted effort not to over-expand the supply. There is **one state preschool on-site at each school**. Transportation and connecting the services to people who need them are issues. Also have Project ReWARD stipends for workforce training.	S	P	S	S	S		

P = Primary focus of local commission
S = Secondary focus of local commission

County	Activity Summary	Preschool/ ECE Expansion	Develop Workforce	Upgrade Existing Programs	Develop Facilities	Outreach To Promote Enrollment	Extend Day/ Year	Expand Income Eligibility
Calaveras	Expansion of one Head Start/State Preschool and another preschool will **double preschool capacity in the Jenny Lind School** area. Some 82% of ECE providers already have college degrees and technical school background. SR Initiative will increase support (mentoring and networking) and educational opportunities for ECE providers through a mobile outreach program. A two-week summer program will ease transition from preschool or home to kindergarten. A new coordination project will seek to establish ongoing communication and collaboration between ECE and K teachers.	P	P		P			
Colusa	The goal is to **increase preschool participation by 15% per year to 64% of all children by 2006**. Children birth through 5 from low-income families will be given priority, and services will be provided free to these children. Currently, across the county and in SR Initiative targeted areas, some 33% of children participate in formal early learning programs. The quality of existing programs is good, but supply is severely constrained by lack of facilities and qualified teachers. **Colusa COE** will oversee the initiative, and both community-based centers and family day care homes that meet standards (ECERS, Head Start or Title V) can participate.	P	P	P	S	P	S	S
Contra Costa	Through SR Initiative specifically, **all 33 schools eligible for school readiness funds will have an outreach worker** to identify and make connections with children not already linked with schools through siblings or existing preschool-school relationships. Every school will form a transition team (including outreach, parents, teachers, ECE providers) to implement school transition activities, screening procedures, and support for parents with children not already in a structured ECE setting, targeted to children beginning 2 years before kindergarten entry. The Commission is using the Welcome Home Baby Home Visiting and Promotores models to reach out to parents and exempt providers. Not preschool for all, but preschool services for all through outreach, parent education, home learning materials, and school-based transition experiences. Building on CBET, ESL and other programs, the Commission is supporting a **parent cooperative approach to expanding preschool services in school settings** (Children are in preschool 4 days a week, while parents are in ESL classes or assist the classroom; both models include parent education). Commission has recently committed an additional **$1.5 million in local funds to an Early Childhood Education strategy** that will (1) focus on quality enhancement focusing both on the individual provider and center/family childcare home and (2) **create a core program in which the child care delivery system is prepared to be responsive to the needs of families with children with special needs**. The countywide teacher education component will offer stipends, mentoring, recognition, and membership in a professional organization to providers that achieve benchmark levels on the Child Development Permit Matrix. Family child care homes and centers, primarily in low performing school attendance areas and at varying levels of quality at onset of program participation (rated through the ECERS), will improve quality through a comprehensive support program that provides access to teacher and director training, coaching, financial resources, support groups. Families with children with special needs will be better served by increasing the capacity of early child care providers to serve them; improving coordination and collaboration among the early childhood education field, K-12 education, and disability service providers; and helping parents navigate the system. Commission also funds family literacy grants to community providers to expand family literacy programs and give parents and caregivers the necessary support and resources to be their children's first teacher.	S	P	P	S	P	S	
El Dorado	**Preschool for All has been identified as an emerging issue**, but not yet formally adopted by the Commission. Assuring that all subsidized spaces are utilized is a top priority. Pending CDE approval, **48 unallocated state preschool spaces will be subcontracted to private providers who meet Title 5 standards.** Primary teachers and child care providers together are developing countywide Pre-K standards for child care and an assessment to be used with children entering K. The Commission funded a countywide accreditation program. Scholarships are provided for parent participation preschools. SR initiative staff is creating a video on transition to kindergarten. Specialists consult to private preschools to identify need for and referrals to special services.	S	P	P	S	S	S	S

P = Primary focus of local commission
S = Secondary focus of local commission

County	Activity Summary	Preschool/ ECE Expansion	Develop Workforce	Upgrade Existing Programs	Develop Facilities	Outreach To Promote Enrollment	Extend Day/ Year	Expand Income Eligibility
Fresno	Early care and education is one of 6 priorities in strategic plan. **Commission funded several full-day preschools on school sites to serve an additional 250 children**. But space is a problem. Working with plans for **10 new elementary schools in Fresno Unified to make sure they have space for preschool**. Also, in conjunction with **Packard ABCD Initiative**, funding new infant/toddler program associated with two new preschools. Accreditation program will begin next year if state program to promote accreditation does not continue. In order to qualify for mini-grants, providers must undergo ECERS or FDCRS assessment. **Clovis Unified School District has set goal of universal preschool**, but the district currently has no schools eligible for SR funds.	P	S	P	P	P	S	P
Kern	**Main focus is home visitation to identify children who have not had access to early education. Implementing in home visitation program a** 10-week curriculum that correlates with Desired Results**. Also starting "summer bridge", playgroups, Mommy and Me programs to supplement ECE experiences. Joint in-service training for ECE staff and kindergarten teachers. Support existing Head Start and CDE activities.**	S	P	P		P		
Lake	Creating school readiness centers, building on Healthy Start, at 7 schools. Burns Valley is flagship, with **new state preschool serving 24 children**. Other six schools already had state preschool. All low API schools in school district now covered. Lake County Office of Education and CCR&R/Head Start/CAP agency working closely. Joint use of Desired Results, and CARES stipend program.	P	S	P				
Los Angeles	The Commission committed **$500 million for five years to universal preschool**. A plan will be ready by 11/14/2003. Some 125 people participate in monthly Advisory Committee meetings. Priority issues are workforce, quality and full day. The committee represents strategic partnerships with influential people outside the early education field who can take the message to policy makers and the public. The initial goal is to **open model sites by September 2004** that will provide an upgraded program offering a differentiated curriculum for the preschool part of day. Programs will work toward accreditation or other quality assessment system. Through the SR Initiative, the Commission supports planning at the regional level to address diverse needs within the county. Each local area may have a different emphasis. It is hoped that the 15 SR sites will be part of the launch of preschool for all. In addition, the Los Angeles Unified School District bond sets aside $80 million for preschool facilities. For information on individual components (such as facilities, quality, curriculum, delivery system, and community outreach), see the Commission website (www.prop10.org/).	P	P	P			P	
Madera	Expanding early education opportunities for children 0-5 is at the core of SR Initiative. To stretch limited funds, the SR Initiative funds all go to program, with the (or School District?) providing the staff SR specialist. Emphasis is on **enhancement of teacher qualifications** through CARES and on articulation between preschool and kindergarten.	S	P		P	P	S	
Marin	The goal is increased access to quality, culturally appropriate preschool. There is a shortage of subsidized preschool, and infant care is in very short supply. Currently, the city of **San Rafael Parks and Recreation Department is expanding a preschool center by 24 children**. It is expected that the Commission will make a commitment to preschool expansion in the future. Emphasis is placed on workforce development, looking beyond CARES and on working with local jurisdictions to improve the regulatory environment for facilities development.	S	P	P	P	P	S	
Mariposa	Commission's school readiness application is in preparation. The Commission has been without an Executive Director for 2 months.	S		P	P	P	S	P

P = Primary focus of local commission
S = Secondary focus of local commission

County	Activity Summary	Preschool/ ECE Expansion	Develop Workforce	Upgrade Existing Programs	Develop Facilities	Outreach To Promote Enrollment	Extend Day/ Year	Expand Income Eligibility
Mendocino	The County Office of Education has developed a **Consortium for State Preschools** composed of administrators and teachers. Have **worked with school districts to develop preschools on site, and have 18 now**. Although some programs now have waiting lists, many children cannot attend part-day classes, and programs have difficulty attracting teachers to work part-day. School districts had to return two grants for preschool/child development because could not fill on part-time basis. For some sites, use **Head Start funds to finance extended day component for state preschool**. Cross-training available for early care providers, state preschool, and kindergarten teachers. Also have CARES stipends, and have applied for Early Reading First Grant. Parent advocates promote enrollment.	S	P	P	S	S	S	
Merced	**The First 5 Merced County Children and Families Commission has embraced Preschool for All principles. In December 2001, the Commission allocated through its School Readiness Initiative nearly $5 million to program development, including preschool expansion. By fall 2003, this investment had been used to leverage an additional $5 million in state and federal funds. The Commission approved Merced City School District as its "flagship" SRI program site. Weaving together resources from throughout the district, MCSD tied in all 12 of the district's schools with a vision to radically improve access to high quality preschool and family support services. By fall 2004, 90% of children entering kindergarten in MCSD are expected to have had some level of preschool exposure, up from only 50% in 2001.** Superintendent and School Board strongly support universal preschool. With a combination of state preschool expansion funds, Title I, and Head Start, MCSD has added **168 preschool slots per year, 120 summer preschool, and 40 intercession, surpassing its initial goal of reaching 75% of children w**ithin 4 years. Priority to 4- and 5-year-olds. Because of Title I funds, 2 of 12 classrooms have no income eligibility requirements. 3 of 10 sites NAEYC accredited; rest applying. Part-day part-year; morning, afternoon, and twilight sessions. Transportation to 2 sites. Some home child care providers bring children to preschool sites. Professional development with curricular materials for preschool staff from a variety of settings. **Inclusion of 45 children with special needs**. MCSD preschool project will now serve as the pilot for expanding preschool access in the remaining 19 schools in the county that are eligible for school readiness funds.	P	P	P	P	P	P	P
Mono	Expanding preschool is not a formal goal. Many communities are too small to support a center, so the focus is on increasing the supply and quality of licensed family child care. More than 50% of children are now in informal care. This summer kindergarten teachers will conduct **2-week Pre-kindergarten sessions** for groups of 15 children. May explore development of a Pre-kindergarten program during the school year on the school site.	S	P		P	P		
Monterey	The SR Initiative will **support child care for 100 additional children at the Alisal USD Family Resource Center** (FRC) while their parents participate in FRC activities. Child care center staff and home-based providers will offer quarterly workshops to help prepare children for future school success. Promotores will receive training to provide more informed referral and better follow up services to families about ECE services, including programs to serve Spanish speaking families and children with special needs.		S	P		P		
Napa	The primary focus has been on CARES stipends to encourage professional development; Commission **committed $1.5 million ($500,000 a year) to this effort.** SR initiative upgrades services in two under-performing schools**.** Also provide workshops and forum to bring together child care, preschool and kindergarten teachers to look at Creative Curriculum.		P	P				

P = Primary focus of local commission
S = Secondary focus of local commission

County	Activity Summary	Preschool/ ECE Expansion	Develop Workforce	Upgrade Existing Programs	Develop Facilities	Outreach To Promote Enrollment	Extend Day/ Year	Expand Income Eligibility
Nevada	Focus on creating seamless transitions for children between home, early care and school; continuity between ECE and elementary school; support for parental involvement. Special attention to the needs of Latino children and those with special needs, including **development of a model special needs preschool**. **Grass Valley USD** and **Tahoe-Truckee USD** have taken the lead in **expanding state preschool**. **Sierra College Child Development Center** is a "center of excellence"; a Commission grant supports a blended funding program for preschoolers and infants. The Educator Support Program (ESP) provides stipends and benefits reaching 20% of child care providers.	S	P	P		S	S	P
Orange	Local commission has used multiple strategies to expand preschool. First, a year before SR initiative, all 26 school districts hired school readiness coordinators. As a result, **all SR-eligible districts applied for state preschool expansion funds**. Also, **8 schools applied for Early Reading First grants**, and **Santa Ana SD has provided $1.5 million in Title I funds for preschool**. School readiness coordinator showed how investment in 0-5 raises test scores. Finally, really **capitalized on CBET**. They have money for portables and babysitters; commission brought in supplies and staff and converted into a school readiness program. Second, partner with other agencies; commission funded SR coordinator at Head Start grantee. Third, use local commission funds to offer programs in schools that are not under-performing, but have high % of low-income families. Major problem with families who do not meet eligibility for subsidized programs, but cannot afford full cost.	P	S	P	P		S	P
Placer	Emphasis is on **coordination of Head Start and state preschool to create full day programs**. Making Connections provides training and modeling of "best practices" in language development and early literacy for preschool providers. SR Initiative will work to align preschool and primary literacy curricula. SR coordinator is working with businesses to identify affordable space for preschool programs. SR initiative working to upgrade quality by teaching children development to informal providers through "Mommy and Me" classes.	P		P	S		P	
Plumas	The SR Initiative will **focus on children not currently attending preschool through home visitation.** Elementary and ECE teachers will focus on shared understanding of Pre-kindergarten Learning and Development Guidelines and kindergarten standards and curricula, joint training on working with special needs children and culturally appropriate activities, and developmental assessments.		P	P		P		
Riverside	**Large efforts to renovate and modify facilities**. Have established 5 models, with local commission financing facilities, and state commission financing operating costs. Also, in partnership with school district, established a **Preschool Academy (Rob Reiner Children and Families Development Center**), bringing the hub of services to one site. Center includes infant-toddler program, **special education program, autistic pilot program**, home visitor and family intake, a clinic, and **preschool program for 260 children** who have not previously had preschool experience. Center serves 7 schools in one district, and 6 elementary classes in other districts. Goal is to **increase percentage of children with preschool or formal ECE experience by 20% per year**.	P	S		P			S

P = Primary focus of local commission
S = Secondary focus of local commission

County	Activity Summary	Preschool/ ECE Expansion	Develop Workforce	Upgrade Existing Programs	Develop Facilities	Outreach To Promote Enrollment	Extend Day/ Year	Expand Income Eligibility
Sacramento	Sacramento First 5's school readiness program in the **Elk Grove School District amounts to a "preschool for all" program in three SR-eligible schools** (see below). In addition, Sacramento First 5 Commission has two new SR programs. The **Robla Elementary SD** program will provide **24 new preschool slots** to children from families above the income eligibility guidelines for state-funded preschool; a Saturday school (taught in Hmong) for 3- and 4-year-olds to reinforce school readiness and language development; and a over 4 years. The **Folsom Cordova USD** School Readiness Program will establish a **new preschool facility serving 24 children** at one of the target schools, provide summer **KinderCamps serving 96 children**, and provide workshops for 25 private child care providers. Finally, the **North Sacramento SD** will be initiating an SR program in December 2003 to upgrade the equipment in the Smythe Preschool, cross-train formal and informal child care providers; and establish a summer **Pre-kindergarten camp serving 60 children** over four years.	P	P			P		P
Elk Grove Unified School District In Sacramento County	The **Elk Grove School District** has made a major commitment toward the implementation of "preschool for all" program in Title I schools, and particularly in three schools eligible for First 5 SR funds. As a result of using Title I, Head Start, state preschool and local First 5 as well as state First 5 Commission funds, the **three schools now provide preschool services to 73% of children** before kindergarten entry. Morning, afternoon and twilight classes. No income requirements for the Title I and First 5-funded slots. All programs must meet Head Start Performance Standards, and use the Letter People emerging literacy and numeracy curriculum. **District has helped teachers get credentials with 12 hours ECE, and salaries are commensurate with those of kindergarten teachers. District allocates 1/6 of its Title I funds to preschool.**	P	P		P			P
San Benito	For SR initiative, priority is to develop an **Early Learning Center** that will **serve 100 new children** from two under-performing school neighborhoods. Of 250 children entering kindergarten in the two under-performing schools, 80 children are estimated to have been in Head Start, private child care, or migrant or state-funded preschool. Many children are above income eligibility requirements for Head Start. School district has contributed land on the elementary school campus with highest needs, and Commission is paying for re-locatable building ($350,000). Center will be next door to a center for children with special needs. Using migrant preschool funds, there is no income eligibility requirement; however, family must have moved within last 3 years or work in agricultural industry. Center also will provide training for preschool teachers, child care staff, and home-based providers. Commission has not participated in CARES initiative due to funding constraints. Regular state Commission funds are used to fund **three preschools (100 children**) at $259,430. One is the **Jefferson Mobile Preschool**, which serves children 0-5 who live in six different school districts in the sparsely populated southern part of the county. The Preschool provides services to children in the vicinity of large cattle ranches and in individual homes. Also, the Migrant Home Base program is funded at $66,000. Migrant Home Base serves 100 children per year, operates from the Early Learning Center and is funded with regular Commission funds. Finally, the local Commission is investing in **two preschools**, at $121,000 each, **providing classroom-based instruction to 50 children and outreach services to 100**. These last two preschools are not located in under-performing school neighborhoods.	P	P		P			P
San Bernardino	The Commission supports planning at the regional level to address diverse needs within the county. Each local area may have a different emphasis. There is a particular interest in reaching children with no preschool experience through summer Pre-kindergarten camps and Even Start. Since 1995, the number of licensed slots has nearly tripled and now **2/3 of children participate in structured Pre-kindergarten programs**; the supply for 3-5 year olds is thought to be adequate, except for those needing subsidies and services provided in other-than-English. Head Start is committed to expansion.	P	S	P	S	S	S	S

P = Primary focus of local commission
S = Secondary focus of local commission

County	Activity Summary	Preschool/ ECE Expansion	Develop Workforce	Upgrade Existing Programs	Develop Facilities	Outreach To Promote Enrollment	Extend Day/ Year	Expand Income Eligibility
San Diego	**San Diego First 5 Commission School Readiness Initiative in San Diego Unified School District** will fund **8 new full-day preschools, each serving 24-48 children,** contingent on availability of space at under-performing schools. New early education strategies will enhance High/Scope curriculum and provide more formal early literacy program. Promotores will reach out to parents to make them aware of programs. **Chula Vista School District** SR Initiative will offer **3-week KinderCamp -- 2 schools will serve 36 children, and 6 will serve 18**. Will also offer services between sessions of year-round schools? **National School District** will offer **Pre-kindergarten Academies at four elementary schools for a minimum of 120 children** for 2.5 hours a day for children who do not qualify for state preschool**.** A **new preschool will also be established**, and scholarships will be offered for above-income students.	P		P	S	P		P
San Diego Unified School District in San Diego County	**About 4 years ago the San Diego Unified School District set a goal to place a quality preschool in every school campus (there are 180 schools in the district) in 5 years. Over the past three years, the district has added 38 new preschool programs to the 48 child care and state preschool programs that already served children on district campuses. And to open 8 "focus" schools. State Preschool, Head Start, and General Child Care and Development fund operating costs. The district provides infant-toddler care, mostly for teen parents. Both full-day and part-day preschool programs are offered, including twilight Head Start. San Diego First 5 provides $10.5 million toward this effort; First 5 funds are used for workforce development and expanding eligibility to those above 75% of SMI. The salary structure promotes the BA degree, but salaries are still insufficient to recruit and retain sufficient numbers of personnel. San Diego CARES is invaluable in helping to address a teacher shortage. Professional growth advisers assist staff in planning their education.**	P	P	P	P		P	S
San Francisco	Expansion and enhancement of early education is First Five Commission's largest funded area. In October 2003, the San Francisco Board of Supervisors approved a charter amendment that creates a Public Education Enrichment Fund that will provide $20 million per year by FY 2009-10 for Universal Access to Preschool. By September 2004, the First Five Commission, in consultation with the San Francisco Chldcare Planning and Advisory Council, the San Francisco Unified School District, the San Francisco Department of Children, Youth and Their Families, and community stakeholders, shall submit to the Board of Supervisors a proposal for a universal preschool program for San Francisco. Each year, the City shall appropriate one-third of the money in the Fund to the First Five Commission for universal preschool programs administered by the Commission. First Five funds havealso focused on quality assessments using ITERS and FDCRS and for operating subsidies to programs with a goal to increase supply and quality of infant/toddler slots. To be eligible, programs must serve at least 25% low- income children. Technical assistance is provided to improve quality. **Child Care Facilities Fund**, funded by developer fees, has **supported creation of 1900 slots**. The **City of San Francisco** contributes to SF CARES and WAGES, which have provided stipends to more than1700 child care workers.	P	P		P			P
San Joaquin	**Preschool and Head Start enrollment will be increased by 31** in Stockton school attendance areas and by 36 in French Camp. In **New Hope** and **Holt School Districts**, all children ages 2.5 to 5 years will be offered a **biweekly afternoon preschool program.** Incoming kindergarteners can attend a 4-hour per day summer program. With University of North Carolina, Kindergarten and Pre-kindergarten teachers in **Stockton USD** are "cross walking" kindergarten and Pre-kindergarten guidelines as a way of bridging gaps.	S		P		P		

P = Primary focus of local commission
S = Secondary focus of local commission

County	Activity Summary	Preschool/ ECE Expansion	Develop Workforce	Upgrade Existing Programs	Develop Facilities	Outreach To Promote Enrollment	Extend Day/ Year	Expand Income Eligibility
San Mateo	First 5 San Mateo County began a **feasibility study for the implementation of universal preschool** nearly two years ago. The study was largely prompted by the difficulties of working parents in affording quality child care. 66% of the children in San Mateo County have working parents, self-sufficiency income is estimated at $62,000 per year, and child care costs are the third highest in the state. San Mateo First 5 has assembled a **50-member Design Group**, including representatives from school districts, Head Start, child care resource and referral, state preschool programs, private child care, and community college educators. The Design Group is currently working on building consensus for presenting a plan to First 5 that would focus on a **combination of full- and part-day, voluntary models serving three- and four-year-olds**. The Design Group has already reached consensus on the importance of having teachers with B.A. degrees. Several scenarios for phasing in access to preschool for all over a 10-year period are under consideration. **First 5 San Mateo has pledged $1 million per year for 10 years to the preschool for all program.** Meanwhile, under its SR initiatives, First 5 San Mateo is expanding its **summer kindergarten readiness program** to more children who would otherwise not have the opportunity to attend any preschool.	P	P	P			P	P
Santa Barbara	The Commission has used its regular (non-SR) funds to **increase state preschool to full day** in areas where there is a very high workforce participation rate and where parents work multiple jobs. Many families had previously not participated in state preschool because it was a part-day program. Commission also established an **Office of Early Care and Education**; functions include **Quality Improvement Project** and helping facilities work with municipalities and meet regulations. Commission has funded an **accreditation project for 3 years**. "Spruce Up for Kids" program is designed to upgrade family child care and small centers. The Commission has funded child care resource and referral to recruit and train family child care providers and to coordinate their training with the Quality Improvement Project. The Commission has also funded a number of child care centers with start-up funding or expansion funding to increase quality child care slots throughout the county over the last three years. This has included site improvement as well as expansion. In some cases, the Commission has also funded the development of new centers. From the beginning, the Commission has **expanded each of the Healthy Start sites** and other Family Resource Centers to include services for children 0-5. In these projects, the Commission has focused on family support and family education. Finally, the Commission is investing in joint training for child care, preschool and kindergarten teachers.		S	P			P	
Santa Clara	The Commission is considering a process to plan **Quality Early Learning Opportunities for All** (QELO), serving children birth to 5. The Commission funds the **Institute for Early Childhood Professional Development** to focus on ECE provider training and workforce development through administration of the CARES program. Through the SR Initiative, School Readiness Academies combine preschool or Head Start and a variety of family resources including parenting classes, ESL, health and social services.	P	P	S	S		P	
San Jose Unified School District In Santa Clara County	**Focus is on providing preschool at each of 31 elementary schools**. Both part day and full day programs are offered to meet varying family needs. Program types vary - State Pre-K, Head Start, General Child Care, private providers. The goal is to unify standards through common training. A **district bond includes funds to develop or renovate preschool facilities** on campuses. FIRST 5 Santa Clara County contributes funds for care managers who help families gain access to services.	P		P	P		S	S

P = Primary focus of local commission
S = Secondary focus of local commission

County	Activity Summary	Preschool/ ECE Expansion	Develop Workforce	Upgrade Existing Programs	Develop Facilities	Outreach To Promote Enrollment	Extend Day/ Year	Expand Income Eligibility
Santa Cruz	There are many high quality ECE programs in Santa Cruz County. Many are NAEYC accredited, and preliminary CARES data shows that licensed provides (center and home-based) are more educated and experience less turnover than expected. Need and lower quality is seen in informal care. First 5 Santa Cruz is expanding training opportunities for this group of providers, upgrading existing programs, and supporting literacy training fro families and providers. First 5 funds coaching and mentoring for new providers to facilitate inclusion of special needs children. Child Care Ventures, originally funded by the Packard Foundation, is a full service technical assistance, loan, facilities assistance project that works to provide facilities with development assistance.		P	P	P		P	S
Shasta	Shasta Commission has just committed **$1 million to early childhood education** to increase quality, access and other aspects. Major goal is increasing quality. Joint in-service training, incentives for accreditation, stipends for workforce training. Countywide, 15% of children birth to five are in preschool and 41% are in child care (prior to kindergarten entry. **Added a state preschool class on a campus**, and family advocates publicize availability. Centralized eligibility list through **Shasta County Office of Education**, which is also the child care resource and referral agency.	S	S	P	P	P		
Sierra	More than 75% of the ECE workforce participates in the **Child Development Corps, which** provides educational opportunities and seeks to improve child care environments. Overall goal of the SR Initiative is **quality ECE**. 90% of children receiving high quality care through increased coordination to support ECE providers and parents and to link ECE and other services with schools. SR Initiative will increase joint training opportunities for teachers and ECE providers on curricula and teaching methods. A new facility for the **Sierra Valley Library and Children and Families Center** will allow an existing preschool, working with **Sierra County Office of Education**, to create an **inclusion class**. Funds for the project come from the Library Construction Bond, First 5 Sierra, the county, the school district, and the **City of Loyalton**.		P	P	S	S		
Siskiyou	The **Community Resource Center in Dorris will house a state preschool** as well as a rural health clinic and other services such as Migrant Education and Even Start. Infant-toddler care will be expanded. **Butte Valley USD** supports school readiness activities through participation in the school readiness/standards integration project and contracting for state preschool services; in addition, the elementary school principal co-directs the SR initiative.			P				
Sonoma	**Major goal of SR initiative is to** increase percentage of children with some type of structured preschool experience from 30 to 60% in seven contiguous school neighborhoods **eligible for school readiness funds. SR initiative** expands Head Start**,** creates Twilight preschool **program, establishes** five-week summer preschool**, and uses family outreach workers/advocates to publicize state preschool and Head Start first to families in school neighborhood.** Also Child Care Resource and Referral agency visits family child care homes in vicinity of under-performing schools to provide Raising a Reader and linkage to schools**. As a part of $750,000 Regional Child Care Initiative, 3 of 7 regions put money into voucher program; others investing in new facilities.** Extensive Provider Retention Program; ECERS training a requirement for stipend.	P	P	P	S	P		
Stanislaus	5 school readiness proposals being submitted independently of each other, so focus varies. Some would expand state preschool or Head Start; some explore use of after-school program sites for preschool or Head Start programs. Commission funds stipends to encourage providers to obtain further education and also supports **joint-in-service training with kindergarten teachers**.	P	P		P	P	S	P

P = Primary focus of local commission
S = Secondary focus of local commission

County	Activity Summary	Preschool/ ECE Expansion	Develop Workforce	Upgrade Existing Programs	Develop Facilities	Outreach To Promote Enrollment	Extend Day/ Year	Expand Income Eligibility
Trinity	A **new preschool class for 3-4 year olds** will open at **Hayfork Elementary School** by September 2003. All preschool programs at the 5 SR school sites will receive training to implement a standards-based curriculum developed by **Trinity County Office of Education**. SR Initiative will t**rain ECE providers on meeting the needs of culturally, linguistically, and ethnically diverse children and families**. Training will be provided on **observation and referral skills to identify children with possible special needs**. K- and Pre-K teachers will meet to create kindergarten transition plans for every school. SR staff will work with community colleges to develop on-line training.	P	S	P				
Tulare	Goal is availability of **voluntary Pre-kindergarten for all 4-year old children at 16 SR initiative schools in 4 years**. County and state FIRST 5 funds provide $100,000 per site to expand or upgrade programs and to leverage operating dollars. SR initiative establishes **4-week summer school academies** on school campus to orient incoming kindergartners and Mommy and Me programs for younger children. Emphasis is placed on **early identification of special needs** through developmental screenings and referrals to services incorporated into all commission- sponsored activities. **Special needs aides work onsite at preschools with children identified as functioning below age level**. Language acquisition and expression are key goals; books and information about schools are provided at home visits, health and community fairs, well child visits.	P		P		P	P	
Ventura	Major emphasis is to increase preschool slots. Of 1900 children entering kindergarten in Oxnard, half have no preschool experience. Will serve **400 new children in half-day, school-year preschool program**. Use local commission money for purchase of portables, and state SR funds, Head Start, and state preschool for operation. 55% of local commission funds go to Neighborhoods for Learning, which provided a platform on which to build the school readiness initiative. **Several Neighborhoods for Learning are interested in Preschool for All**. Exploring options for financing facilities and program operations. School district would be lead fiscal agent. In addition to preschool expansion, SR initiative will serve **500 children in one-month summer program**. Commission also supporting family child care networks, community college and state college to provide more training. CARES scholarships to encourage training. School Readiness initiative provides scholarships for children from families above eligibility cutoff.	P	P	S	P	P		S
Yolo	Access to quality ECE is one of two areas of emphasis in the new strategic plan. Training will be provided on **state Pre-kindergarten curriculum for license-exempt providers** to improve quality, encourage licensure, and increase consistency with state preschool. Specific initiatives will be funded through an RFP process that allows goal setting and strategies to be determined by the community.	P	P	P		P		
Yuba	The SR Initiative targets **5-week Kinder Camps to 180 5-year olds in Marysville Joint Unified SD** with no ECE experience, those exhibiting school readiness needs, and/or those with special needs. Pre-kindergarten and Kindergarten teachers will co-teach the classes; Pre-K teachers will overlap with afternoon extended-day care. During that time, parents can participate in classes and receive guidance on helping their children succeed in kindergarten. The **Yuba COE** will provide speech and language screening and instruction. Outreach workers will encourage parents to use ECE programs and/or KinderCamp, assist with KinderCamp, provide assistance with transportation and other services, and identify the school readiness needs of younger children.		P	P		P	P	

P = Primary focus of local commission
S = Secondary focus of local commission

Preschool for All: Lessons Learned and Next Steps

The above review of national, state, and local efforts to promote Preschool for All shows the following:

- That, despite budget deficits, the interest in making preschool services available to all continues to grow in many states as a key element of education reform;
- That within the last two years, as new State Preschool and federal Head Start expansion funds as well as First 5 School Readiness funds became available in California, some local commissions and school districts together found a way to make free preschool services available to a majority of children in the attendance areas of selected low API schools;
- That some school districts have managed to piece together the financing to hire credentialed teachers with Bachelor's degrees in child development or early education, and to pay them salaries comparable with those of K-12 teachers; and
- That school attendance areas where districts allocate federal Title I funds to preschool services have been especially successful in expanding services above the current income eligibility guidelines for Head Start, State Preschool, and state and federally subsidized child care;

With more than a million children ages 3 and 4 in California, and fewer than half in any kind of structured early care and education, much remains to be done to make access to preschool available to all. Even the local commissions and school districts with the clearest commitment to preschool have not managed to make services available to all children beyond "high needs' neighborhoods, except on a fee-paying basis. Clearly, only a statewide commitment to financing these services will make preschool for all a statewide reality. Nevertheless, local First 5 commissions, whether or not they receive the new state First 5 Preschool for All Demonstration grants, can do much of the planning necessary to build a foundation for a Preschool for All Program by:

- Assessing the supply of Early Care and Education (ECE) programs in the community in order to determine what it would take to improve the workforce qualifications as well as program elements such as group size and staff-child ratios in order to meet desired quality and preschool standards;
- Estimating the costs of upgrading the current supply and expanding services to all children;
- Collecting data on the efficacy of existing preschool programs in preparing children for school;
- Learning from other communities that have come up with creative financing approaches;

- Working for the support of the School Superintendent and other school officials, and making the case for allocating Title I funds to preschool;

- Learning from the varied approaches to reach out to culturally and linguistically diverse children and their families, and to include children with special needs.

The remainder of this Planning Guide will attempt to provide some of the tools necessary to accomplish that task.

References

Barnett, W.S., & Hustedt, J.T. (2003). Preschool: The Most Important Grade. *Educational Leadership,* 60 (7), 54-57.

Barnett, W.S. (2003). Low Wages = Low Quality: Solving the Real Preschool Teacher Crisis. *Preschool Policy Matters,* Issue 3, New Brunswick, N.J.: National Institute for Early Education Research. Available online under "Publications" at nieer.org

Bassoff, B.B., Tatlow, J., Kuck, B. & Tucker-Tatlow, J. (2002) *San Mateo County Universal Preschool Feasibility Study*. San Diego: Health and Human Services Consultants of Southern California.

Bowman, B., Donovan, M., & Burns, M. (Eds.) (2001). *Eager to Learn: Educating Our Preschoolers.* National Research Council, Washington, D.C.: National Academy Press.

Bryant, D., Maxwell, K., Taylor, K., Poe, M., Peisner-Feinberg, E., & Bernier, K. (2003). *Smart Start and Preschool Child Care Quality in North Carolina: Change Over Time and Relation to Children's Readiness.* Chapel Hill, N.C.: Frank Porter Graham Institute.

First 5 California (2003). Preschool for All: A Key to Future Success for California's 3- and 4-Year-olds. *First 5 Facts.*

Gallagher, J. & Clifford, R. (2000). The Missing Support Infrastructure in Early Childhood. *Early Childhood Research and Practice,* 2 (1), 1-24.

Gormley, W.T. & Phillips, D. (2003). *The Effects of Universal Pre-K in Oklahoma: Research Highlights and Policy Implications.* Crocus Working Paper #2. Washington, D.C.: Georgetown University. www.crocus.georgetown.edu/oklahoma.html.

Helburn, S. & the Cost, Quality and Child Outcomes Study Team. (1995). *Cost, Quality and Child Outcomes in Child Care Centers* (Public Report, 2nd. Ed.). Denver: Center for Research in Economic and Social Policy, University of Colorado Economics Department.

Henry, G.T., Henderson, L.W., Ponder, B.D., Gordon, C.S., Mashburn, A.J., & Rickman, D.K. (2003). *Report of the Findings from the Early Childhood Study: 2001-2002.* Atlanta: Georgia State University, Andrew Young School of Policy Studies. Report available at www.gsu.edu/sps/publications/2003/earlychildhood.htm.

Kagan, S.L. & Cohen, N.E. (1997) *Not By Chance: Creating an Early Care and Education System for America's Children.* New Haven: Yale University, Bush Center in Child Development and Social Policy.

National Institute for Early Education Research. (2003). *Economic Benefits of Quality Preschool Education for America's 3- and 4-year-olds.* Available at: http://nieer.org/resources/facts/index.php?FastFactID=6.

National Institute for Early Education Research (2003). *Percent of Population Ages 3 and 4 Who Are Enrolled in School.* Available at: http://nieer.org/resources/facts/index.php?FastFactID=10.

Peisner-Feinberg, E., Burchinal, M., Clifford, R., Yazejian, N., Culkin, M. Zelazo, J., Howes, C., Byler, P., Kagan, S., & Rustici, J. (1999). *The Children of the Cost, Quality, and Outcomes Study Go to School:* Technical Report. Chapel Hill: Frank Porter Graham Child Development Center.

Preschool for All: 2003 Statewide Summit Proceedings Report. Sacramento: First 5 California Children and Families Commission. Written by Dan Bellm, Center for the Study of Child Care Employment, University of California at Berkeley. Available at www.ccfc.ca.gov.

Reynolds, A., Temple, J.A., Robertson, D.L., & Mann, E.A. (2001). Long-Term Effects of an Early Intervention on Educational Achievement and Juvenile Arrest: A 15-Year Follow-Up of Low-Income Children in Public School. *Journal of the American Medical Association,* 285: 2339-2346.

Reynolds, A., Temple, J., Robertson, D., & Mann, E. (2002) *Age 21 Cost-benefit Analysis of the Title I Chicago Child-Parent Centers.* Madison, WI: University of Wisconsin (Institute for Research on Poverty Discussion Paper #1245-02).

Snow, C.E., Burns, S.M., & Griffin, P. (Eds.) (1998) *Preventing Reading Difficulties in Young Children.* Washington, D.C.: National Research Council.

Superintendent's Universal Preschool Task Force. (1998). *Ready to Learn: Quality Preschools for California in the 21st Century.* Sacramento: California Department of Education.

West, J., Denton, K., and Germino-Hausken, E. 2000. *America's kindergartners. Findings from the Early Childhood Longitudinal Study, Kindergarten Class of 1998-99,* Fall 1998. Washington, DC: U.S. Department of Education, NCES. (NCES 2000-070)

Zill, N. & West, J. (2000) *Entering kindergarten*: A *Portrait of American Children Entering Kindergarten.* Condition of Education 2000, NCES 2000-062. Washington, D.C.: National Center for Education Statistics.

Section 2:
Determining The Key Program Elements: Guidelines For Quality

Susan Muenchow
American Institutes for Research

Over the last five years in California, several groups have been involved in statewide preschool planning efforts and/or grant-making initiatives. These include Superintendent Delaine Eastin's Universal Preschool Task Force, the Master Plan for Education School Readiness Work Group, the David and Lucile Packard Foundation, Children Now, Preschool California, and the First 5 California Children and Families Commission. Among these groups, there are several areas of agreement or core principles:

- That the principal focus is in preparing children for school, motivated by research showing both the short-term educational benefits and the long-term savings that can be generated by investments in quality preschool;
- That at least a part day of preschool should be available and free to all, regardless of income;
- That participation in preschool programs should be voluntary;
- That in order to ensure that programs of school readiness quality are available to children of working parents, preschool programs should be linked to or embedded in full-day programs for those families that need them;
- That the programs should be available in a range of settings, including school-based sites, centers and family child care homes, so long as they meet rigorous preschool standards;
- That programs should respect and reflect California's cultural and linguistic diversity; and
- That development of a well-trained and well-compensated workforce must be a key focus in the effort to provide access to Preschool for All.

Once having agreed that quality preschool programs should be accessible to all children, however, what are the key elements of quality that will help achieve the full benefits or promise of preschool?

This section begins with an overview summarizing some highlights of recent research on preschool program elements and the implications for program planning. Table 2-1 displays research findings by program element, such as teacher qualifications, teacher compensation, length of day/year, curriculum, inclusion of children with special needs, culturally and linguistically appropriate programs. The section then provides two tables (II-2, and II-3) summarizing the characteristics and program elements of the major existing publicly funded early care and education programs in California. Finally, Table 2-4 crosswalks guidelines from the Superintendent's Universal Preschool Task Force, the Master Plan for School Readiness Work Group, and the First 5 California Preschool for All. This table is intended to serve as a planning worksheet for First 5 commissions, school districts, and other interesting planning a Preschool-for-All program, and includes space for local planners to fill in their policy goal in relation to each program element.

Some Highlights of Recent Research on Preschool

It's the quality of the teachers that matters most.

There is a recurring theme in recent research on preschool and early care and education generally that the most important element is the qualifications and compensation of the teachers. In a recently released study of Georgia's Pre-K program, where 80 % of teachers have a Bachelor's or advanced degree, teacher qualifications were not only related to improved child outcomes on emerging literacy and pre-math skills, but also to more sensitive interactions between teachers and children (Henry, 2003).

Despite the consensus that quality of preschool programs depends in large part on teacher qualifications, however, only 25 of the 40 states that offer state-financed Pre-K require teachers in these programs to have a Bachelor's degree in early childhood education or another subject. Meanwhile all 50 states require that kindergarten teachers have Bachelor's degrees (Ackerman, 2003).

California established a Child Development Permit Matrix that provides a career lattice for early care and education staff, but it is among the 15 states with Pre-kindergarten programs that do not require preschool teachers to have a Bachelor's degree or even an Associate's degree. The major barrier to the recruitment and retention of preschool teachers with BAs is not the lack of regulatory requirements, however, but rather the low compensation. Preschool teachers earn less than half of the salary of kindergarten teachers, and the gap between their salaries and those of other staff with similar qualifications actually widens as their level of education increases (Barnett, 2003).

Low staff-child ratios are important, but must be determined in relation to teacher qualifications and class size.

A review of state preschool programs serving four-year-olds suggests that the typical adult-to-child ratio is 1:9 to 1:10 in those states where at least one teacher in the classroom is required to have a Bachelor's degree, with a maximum class size of 18-20. More protective ratios may be required for programs serving three-year-olds or those with special needs.

California's preschool program is atypical of state preschool programs in that it allows a larger class size (24) but requires a more protective adult-child ratio (1:8). At the same time, while California's teacher qualifications include 24 units in child development or early childhood education, the state is also among the 17 states with pre-kindergarten programs that do not require every classroom to have a teacher with a Bachelor's degree (Ackerman, 2003).

As California localities experiment with preschool demonstration projects, and attempt to improve the qualifications and compensation of preschool teachers, it may be important to consider moving toward the slightly less protective staff-child ratio requirement of 1:10 for those classrooms meeting the more stringent teacher qualifications. Even now, some state preschool programs are

only able to meet the 1:8 ratio by recruiting parents or other volunteers to be the third adult in the classroom, and this practice could be encouraged to augment the 1:10 ratio.

Although reducing the class size from 24 to 20 would ultimately increase expenditure for facilities, it is more consistent with the recommended guidelines of the National Association for the Education of Young Children, California's Master Plan for Education School Readiness Workgroup recommendations, and California's policy on class size for children in elementary school.

Curriculum counts.

Although no single curriculum for preschool has been identified as best, there is agreement that it is important to have one – in the sense of a set of learning guidelines to ensure that all domains of children's learning and development are addressed, and that there is a balance of teacher- and child-initiated activities (Schumacher, Irish & Lombardi, 2003; Bowman et al., 2001).

There is also concern that early childhood programs serving educationally disadvantaged children have sometimes paid insufficient attention to the development of emerging literacy skills, such as print awareness and letter-sound correspondence, which have been found to be related to the ease with which children learn to read later on (Zill et al., 2001; Snow, Burns & Griffin, 1998). Similarly, there has been too little emphasis on emerging numeracy -- not just teaching children about counting, which is sometimes done to excess, but more importantly, beginning to acquaint children with the concepts of sorting, comparing (e.g., *taller than, smaller than*), sequencing (e.g., *before* and *after)* and measurement – the building blocks for analytical thinking.

The California Department of Education/Child Development Division's *Prekindergarten Learning and Development Guidelines* offer a balanced, developmentally appropriate approach to structuring a program that will enhance children's language, cognitive, social-emotional, and physical development. The *Guidelines* also stress that social and emotional development is the foundation of all learning. CDD has contracted with Sonoma State University to develop a Prekindergarten Learning and Development Curricular Guide to be published in late 2004. A training project will be implemented once the Curricular Guide is in print. There will also be website at Sonoma State University, California Institute for Human Services with more information as the training project takes shape.

In summary, for preschool children, the goal is not "drill and kill," but to engage children in the kind of developmentally appropriate activities that will spark their curiosity, creativity, and focus as learners.

From the standpoint of preparing children for school, access to full-year programming is important.

According to a recently released study of the Georgia Pre-K program, during the summer months, when children are less likely to be in preschool programs, some of the gains they accomplish during the school year are reduced or even reversed, and these losses appear to be more serious for children from high-risk families who are more likely to enter kindergarten behind their peers from the beginning (Henry, 2003). Mothers with higher levels of education appear to counteract

summer learning loss in receptive language, however not for word and letter recognition or problem solving skills. As a result, the study concludes that "children need programs that enhance and reinforce their development over the summer or the children lose a portion of the knowledge and skills learned during the school year" (Henry, 2003).

For California, these findings suggest that local planners may want to consider seriously the First 5 California Preschool Demonstration Grant option of operating programs for a full year (245 days). These findings also cast a new light on the summer pre-kindergarten transition programs in which many local First 5 commissions are investing -- as a valuable supplement, though not a substitute, for preschool and other early care and education programs that take place during the school year.

A substantial portion of preschool services must be available in -- or linked to -- full-day, full-year settings, or children of working parents will be unable to participate.

Between 1970 and 2001, the percentage of mothers with children birth to age five who were employed grew from 28 to 59 percent (Schumacher, Irish, & Lombardi, 2003). For many of these families, placing their very young children in a part-day, part-year preschool program is logistically difficult if not impossible.

To make quality preschool accessible to children of working parents, one approach is to embed preschool services in existing early care and education programs that operate full-day, full-year. See Section 4 for how to estimate the proportion of children in a community who will need full-day vs. part-day services, and a cost estimate for adding a preschool component to an existing full-day, full-year program. Another option is to link part-day programs to other early care and education services that provide transportation or are within easy reach of the part-day programs.

Family child care homes have an important role to play in preparing children for school, and in linking services for infants and toddlers to those for preschool children.

Family child care homes provide a substantial proportion of the early care and education in California. Family child care, as compared to center or school-based care, adapts more easily to family work schedules; serves infants and toddlers and school-age children as well as preschool children; and offers an environment more similar to that of a child's home. In rural areas, family child care may be the predominant source of out-of-home child care. Recognizing the role these providers play in preparing children for school, the California Department of Education/Child Development Division is engaged in a project to adapt its *Pre-kindergarten Learning and Development Guidelines* to family child care and exempt care settings.

Most proponents of universal preschool recommend two roles for family child care in a Preschool for All system. First, family child care providers who meet the new Preschool teacher educational requirements may qualify to provide publicly funded preschool in a full-day, full-year setting. Second, family child care providers are in a strong position to reinforce the learning that takes place in a school- and center-based programs with early care and education activities in a more natural, intimate setting. In the context of the 10 to 12 hours young children may spend away

from their own homes while their parents work, the small group setting of a family child care home may provide the ideal balance to a part-day, structured program in a school or center.

Once having agreed that family child care has an important role to play in a preschool system, however, there are still logistical issues to be resolved. Can small family child care homes, which serve six or fewer children, and frequently in mixed age groups, provide enough hours of activity specifically geared toward preschool-age children to achieve the desired results? Should direct provision of publicly funded preschool be limited to large family child care homes more apt to have a substantial group of preschool-age children that will offer a peer group experience more similar to that of center-or school-based program? Given issues such as economy of scale and staff-child ratios, will it be possible to provide a rate that makes participation by family child care providers financially feasible? What provisions should be made to ensure accountability to standards when family child care homes are independently operated and geographically widely dispersed?

As the Preschool for All demonstration project proceeds, it will be important to explore various approaches for involving family child care. For example, Los Angeles First 5 is considering a family child care network model where a supervising teacher with a Bachelor's degree would visit several family child care homes each week, and the children might spend a portion of one day in a larger group in a school-like setting. First 5 California Preschool for All Demonstration Grant criteria also envision that participating family child care homes will be part of family child care networks.

Preschool programs must be culturally and linguistically appropriate.

Research suggests that young children are biologically primed for language development, and that they can learn multiple languages, while it is helpful to be grounded in one. When children who are just learning to speak in one language also begin to learn a second language, it may take them a bit longer to master the grammar and proper syntax in either. But being exposed to multiple languages by the time a child is in preschool and on a continuing basis has lasting benefits. Becoming bilingual is not just acquiring another language but also being able to think and view the world in multiple ways. Knowledge of two or more languages is a valuable skill that should be encouraged and strengthened.

> "As a child who was a second language learner from first generation immigrants, being culturally competent in English, and in the home language, has been essential and invaluable. This is because one cannot help but feel a deep sense of loss when one's home language cannot be passed on to our own children. It is something that is so essential to one's identity and self-esteem."
>
> "We want to create learning environments that are additive, not subtractive."
>
> *- Comments by Head Start Bureau Focus Group Participants*

Respecting a child's home language means respecting an important part of the child's identity – the child's culture, background, and way of expressing himself or herself. Thus, at the same time that young children are primed to learn a second language, it is also important to help them preserve their first language and the culture in which it is rooted. For early educators, it is a responsibility to promote partnerships with families, and respecting the language of the child's family is part of building a partnership with them. English language learners need the support of programs that reinforce their two languages, rather than immersing them in the second language at

the cost of denying their first language. The need to have staff who can communicate with the children and their families in their home language, as well as in English, has many ramifications for professional development efforts in the community. For more specific recommendations developed for the Head Start Bureau regarding English Language Learners, see the Section 2 Appendix.

Preschool programs play a crucial role in helping children with special needs.

Elk Grove's Inclusive Preschool Services

Elk Grove's preschool programs are committed to providing quality services for all families and encouraging enrollment of children with disabilities. It is the belief of Elk Grove's preschool programs that children are much more alike than different during the first five years of life. They are also much more accepting of differences. Including children with disabilities in the preschool classroom provides children and families an opportunity to learn from each other.

- Excerpted from Elk Grove Unified School District Preschool Parent Handbook

Research suggests that early identification of special needs, and intervention to address them, has many benefits. Children with disabilities who receive early-intervention services show "significant" developmental improvements even after only one year of service, according to a report to Congress by the federal Department of Education (2003). Moreover, there is evidence that the earlier the identification of special needs and the onset of intervention, the better. Just a year after receiving such services, many infants and toddlers reached milestones in motor skills, self-help, communication and cognition. The children's parents also reported feeling better able to help their children learn and cope. Hence, ideally, disabilities and special needs will be detected and services begun long before a child with special needs reaches preschool age. However, preschool offers one more important opportunity to do so before a child enters school.

Inclusive preschool programs can benefit children with and without disabilities. Key elements of inclusive preschool programs include a positive program philosophy, collaboration between early childhood educators and early childhood special educators, high quality curriculum, specialized instruction, and a critical mass of typically developing peers (Odom, 2003; Wolery & Wilbers, 1994).

At its best, Preschool for All can provide leverage to upgrade the entire system of early care and education.

By providing incentives to upgrade their teacher requirements and other program standards in order to participate in the preschool program, Preschool for All can potentially improve services not only for four-year-olds, but also help raise the standard of service for younger children in early care and education.

Georgia's Pre-K program provides an incentive for a broad range of early care and education programs – including school-based programs, Head Start, and non-profit and for-profit child care centers -- to upgrade their services by offering preschool grants, through a competitive process. 57 percent of the providers are for-profit and non-profit early care and education providers, Head Start, universities and religious organizations (Schumacher, Irish, & Lombardi, 2003). In addition, the state has provided enhancement grants to programs that serve infants and toddlers as well as preschool children. Preliminary results from a survey conducted by Lombardi and Young

to be released in late fall 2003 suggest that, at a minimum, the Georgia's Pre-K program has brought new attention to the quality of care for all young children.

Pre-K programs have the potential to enhance the quality of ECE generally by offering incentives for teacher education, providing more frequent technical assistance and monitoring, and requiring a curriculum and a system of child assessment for the purpose of improving instruction. At the same time, some have voiced concern that the expansion of preschool services could have the unintended consequence of diverting staff and resources from the already scarce supply of programs serving younger children. Efforts such as Georgia's to encourage participation in its preschool program by providers who also serve infants and toddlers help realize the full potential of universal preschool to upgrade the whole ECE system while guarding against these unintended consequences.

Quality preschool programs depend not only on individual program elements, such as teacher qualifications/ compensation and teacher-to-child ratios, but also on an infrastructure or support system.

Researchers note that there is a striking absence of a comprehensive infrastructure or support system to stand behind the delivery of early care and education services generally (Gallagher & Clifford, 2000; Kagan & Cohen, 1997). Elements of an infrastructure include personnel preparation, construction and renovation of facilities, technical assistance and quality assurance monitoring, and applied research and program evaluation to promote accountability.

In California and in other states interested in universal preschool, the hope is that the implementation of preschool for all will provide the impetus to create an infrastructure or support system that will benefit not only the preschool program per se, but also the entire nexus of early care and education.

The following tables are provided to help counties assess the elements of their existing preschool and other early care and education programs, and to begin planning their own goals for program improvement:

- Table 2-1 provides more information about research findings related to the program elements important for the provision of quality Preschool for All.
- Table 2-2 describes the program elements of existing publicly funded early care and education programs in California.
- Table 2-3 outlines the state's Title 5 and Title 22 provisions for early care and education programs as well as the federal standards for Head Start.
- Table 2-4 is a worksheet for local commissions and other local entities to begin designing the desired elements of their own Preschool for All program. For the sake of comparison, the worksheet lists the recommendations from the Superintendent's Universal Preschool Task Force Report, the Master Plan for Education School Readiness Workgroup, and the

First 5 California Children and Families Commission draft criteria for the Preschool for All Demonstration grants.

Table 2-1: Elements of Quality: What the Research Says

Program Element	Research Findings
Teacher Qualifications	Teacher qualifications are key determinant of preschool quality & child outcomes. In Georgia Pre-K program, 80% of teachers have a BA or higher, and high quality of program was primary factor that gave Pre-K children a boost (Henry, 2003). Teacher characteristics most highly related to various measures of process quality are teacher education level & length of time since the teacher received the highest degree, with teachers who had been out of school longer being associated with lower overall quality (Henry, 2003) The higher the teacher's educational level, the better the observed classroom quality (Zill et al., 2001). Caregiver with BA or CDA promoted better language development (Howes, 1997) Staff education & training associated with better child language scores, controlling for family income & education (NICHD Early Childhood Research Network, 2000) Education & training specifically related to early childhood improves interactions between teachers & children (Bowman, et al., 2001; Howes, 1997)
Teacher Compensation	Staff wages are the strongest predictor of ECE quality (Whitebook et al., 1998; Whitebook, Phillips, & Howes, 1993) A study of 75 child care centers in California found that child care wages predicted a center's ability to maintain quality over time, with higher wages related to better long-term quality (Whitebook & Sakai, 2003) Teachers' wages, education levels & specialized training are the most important determinants in identifying poor, mediocre, & good quality centers (Helburn et al., 1995). Preschool teachers are poorly paid by any standard. Median salary of preschool teachers is $21,332, less than half the median kindergarten teacher salary of $43,152 (Barnett, 2003). Low teacher salaries linked to higher levels of staff turnover in child care & preschool (Helburn & Bergmann, 2002)
Staff/Child Ratios; Group Size; Class Size	Lower staff/child ratios (fewer children per adult) promote more sensitive & stimulating care (Vandell & Wolfe, 2000; Whitebook et al., 1990). Child care settings with lower staff-child ratios score higher on overall measures of quality on ECERS & ITERS scales (Ibid.) Chicago Parent-Child Centers have 17-2 child-to-teacher ratio (Reynolds, 2001). Georgia Pre-K adult-child ratio is 1:10, with observed ratio of 1:9.6 (Reynolds, 2001). Observed class size was 18.

Program Element	Research Findings
Length of Day/Year	Mixed findings: Black children who attended Oklahoma pre-K program showed sharp gains on language and cognitive test scores, especially when they attended full-day (six hours per day) programs. In contrast, white children showed gains in language skills only when they were enrolled part-day (Gormley & Phillips, 2003). Chicago Parent-Child Centers – which showed positive results in 15-year-follow-up study – operate part-day (Reynolds, 2001). Georgia Pre-K Program operates 6 hours (full-school-day). Children who attend full-school-day rather than half-day ***kindergarten*** do better academically and socially during the primary grades (Gullo, 2000; Wang & Johnstone, 1999). Length of year is important to children's school readiness. When preschool is in recess during the summer months, children tend to lose a portion of what they have learned (Henry, 2003)
Program Settings	Chicago Parent-Child Centers serve 100-150 3-5-year-olds in separate facilities or in wings of neighborhood schools (Reynolds, 2001). 30% of Georgia Pre-K programs located in schools; classes located within schools tended to score higher on measures of process quality (Henry, 2003). However, since almost all of the preschool classes in schools were Georgia Pre-K classes, research could not determine whether it was the school environment per se that has a positive influence on quality or whether the positive influence on quality was related to other aspects of the Georgia Pre-K program, such as technical assistance and monitoring. Trend is to include settings that are not exclusively school-based (child care centers, Head Start & nursery schools) (Mitchell, July 2001).
Program Environment	Early Childhood Environment Rating Scale- Revised (ECERS-R) includes characteristics of appropriate space and furnishing (Harms, Clifford & Cryer, 1998): • Ample indoor space • Good ventilation that can be controlled • Space is accessible to children and adults with disabilities • Natural light can be controlled • Furniture is the right size for the age group • Furnishings for relaxation and comfort • Child-related display – where individual children's work predominates • Convenient space for gross motor play

Program Element	Research Findings
Curriculum/ Content Standards	National Research Council found that "while no single curriculum or pedagogical approach can be identified as best, children who attend well-planned, high-quality early childhood programs in which curriculum aims are specified & integrated across domains tend to learn more & are better prepared" for school (Bowman et al., 2001). Children in programs that follow developmentally appropriate curriculum practices had more positive attitudes toward school and sustained their academic gains better compared with children in other programs (Helburn 1995, Whitebook et al., 1997). According to Head Start FACES study, Head Start had a meaningful impact on children's immediate intellectual development, social skills and health, but did not advance their knowledge of book and print conventions or letter-word identification, leading to recommendation that Head Start programs need to provide creative and developmentally appropriate initiatives to promote emergent literacy (Zill et al., 2001). The strongest predictor of first grade reading, of all traditional factors related to school readiness, is a child's alphabet knowledge (Committee on Prevention of Reading Difficulties in Young Children, 1998). Phonological awareness appears to predict future reading ability (Ibid.).
Accreditation, Early Childhood Environment Rating Scale, & Other Program Standards/ Benchmarks	National Association for the Education of Young Children (NAEYC) accreditation criteria closely match aspects of child care that have been shown to predict better language skills & cognitive development, as well as behavioral & emotional adjustment in children (McCartney, 1984; Effect of quality of day care environment on children's language development. Developmental Psychology, 20, 244-260; NICHD Early Child Care Research Network. (2000) In a northern California study, NAEYC accredited centers were much more likely to provide high-quality care than were the non-NAEYC-accredited centers, but almost 40 percent of all accredited centers were still mediocre in quality (Whitebook et al., 1997), In addition, a follow-up study indicated that accredited centers with a higher percentage of well-trained staff were most likely to sustain quality over a period of four years (Whitebook, Sakai, Howes, & Gerber, 2001). The Early Childhood Environment Rating Scale- Revised defines environment broadly to include spatial, programmatic and interpersonal features that directly affect the children and adults in an early childhood setting. The seven subscales are: Space and Furnishing, Personal Care Routines, Language-Reasoning, Activities, Interaction, Program Structure and Parents and Staff. An ECERS-R score of 5 or more indicates that the quality of the preschool classroom is between "good" & "excellent". More than 1/3 of Georgia Pre-k classes & about ¼ of Head Start classes achieved this standard, while 1 in 30 private preschool classrooms not participating in Georgia Pre-K Program achieved this rating (Henry, 2003). Based on Caregiver Interaction Scale (CIS), Georgia Pre-K teachers were significantly more sensitive in their relationships with children than were teachers in Head Start or in private preschools not participating in Georgia Pre-K Program (Henry, 2003).
Child Assessment	School readiness requires cognitive skills, social-emotional behavior, communication & language skills, and good health. Assessing the readiness of young children for school requires multiple indicators (Henry, 2003; Peisner-Feinberg et al., 2000; Schweinhart & Weikart, 1997) There are multiple purposes of child assessment – developmental screening to identify children in need of further assessment for possible identification of special needs, developmental profiles for purposes of improving instruction, and measurement of child outcomes for purposes of program evaluation. So single assessment instrument will satisfy all three purposes (Meisels *& Atkins-Burnett, 2000; Shepard, Kagan & Wurtz, 2001; Muenchow 2003).

Program Element	Research Findings
Inclusion of Children with Special Needs	Early care and education benefits children with special needs in many of the same ways it benefits other children (Guralnick, 1976). However, children with special needs are less likely to be in early care and education & begin it at older ages (Warfield & Hauser-Cram, 1996). Specialized instruction is an important component of inclusion (Odom, 2003) Inclusive preschool programs can benefit children with and without disabilities (Odom, 2003); families of children with disabilities and those of typically developing children felt that one of the greatest benefits was exposing children to the "real" world and acceptance of children with disabilities (Bailey & Winton, 1987). Inclusive programs do not cost more than traditional, non-inclusive special education programs (Odom, 2003)
Culturally & Linguistically Appropriate	There is evidence from preschool programs suggesting that the use of the child's native language in preschool settings does not impede the acquisition of English, but more studies are needed to understand the effects of the linguistic environments of institutional settings that serve as the primary base for acquisition of English (August & Hakuta, 1997). English language learners in Head Start show gains in school readiness & in their knowledge of English by the end of the Head Start year (Zill et al., 2001).
Comprehensive Services	Featured program in longitudinal study – the Chicago Parent-Child Centers-- includes a parent-resource teacher to coordinate family-support services, and a multi-faceted parent program that includes educational workshops, parent resource room, opportunities to complete high school, home visitation, and child health services, including health screening, speech therapy. Important to note that program was targeted to children from low-income families in a high-poverty neighborhood (Reynolds et al., 2001)
Family Involvement	Parent agreement to participate was a condition of Chicago Parent-Child Center (Reynolds, 2001). Children whose parents were more involved in their preschool in the Georgia Pre-K program scored higher on all assessments of pre-math problem solving, letter-word recognition, vocabulary, story & print comprehension, & basic skills mastery (Henry, 2003).
Infrastructure	In recommendations in *Not By Chance* for creating an early care and education system, Kagan & Cohen (1997) recommend that at least 10 percent of all public early care & education funds should be invested directly in "infrastructure/quality enhancement," including support for parent involvement, data collection, evaluation, governance, professional development, licensing, accreditation, and development of innovative approaches for facilities. However, it is not clear whether this percentage would be sufficient to support as strong an emphasis on workforce development as is now envisioned to provide one teacher with a bachelor's degree in early care and education or child development for every 20 preschool children. See also below.

Program Element	Research Findings
Workforce Development	States cite T.E.A.C.H. initiative as their number one accomplishment in career development in ECE (Wheelock College Institute for Leadership & Career Initiatives, 2002) Level of education of ECE workforce in 8 California counties similar to that of respective population in county, ranging from 43% in San Francisco to 8% in Kern County (Whitebook, Kipnis, Sakai, Voisin & Young, 2004). While 30% of California's State Preschool staff in public school settings had earned a BA, only 8 percent of their counterparts in privately operated State Preschools had done so (Bellm et al, 2002). Need to address parity with public school benefits as well as salaries. Challenges in California include the following: There is no centralized registry of early care and education teachers, no ongoing collection of administrative data, and no universal certification system that would lead to accurate assessments of the size of the workforce (Bellm & Whitebook, 2003). In addition, higher education capacity to meet increased professional development needs varies widely.

Table 2-2: Existing Publicly Funded Early Care and Education Programs

	State Preschool	General Child Care & Development Programs	Head Start	Alternative Payment Program	CalWORKS Child Care Stage 2 and 3
General Description	Usually a part-day, part-year program that emphasizes basic preschool education and parent education with health, nutrition, and social services.	Typically a year-round program for up to 10 hours per day. Educational program plus nutrition, parent education, and referrals for social services.	Typically a part-day, part-year program. Educational, health, medical, dental, nutritional and mental health services.	Child care vouchers to help parents work and accommodate the individual needs of family.	Child care arrangements to help CalWORKS recipients engage in work and/or work preparation activities.
Administrative mechanism/ Program Settings	CDE contracts with local educational agencies, colleges, community action agencies and private non-profit agencies	CDE contracts with centers and family child care home networks, administered by either public or private agencies and local educational agencies.	Federal Administration for Children and Families contracts with grantees that either directly operate or contract with delegate agencies to operate programs. Use both centers and family child care settings.	AP vouchers to help pay for child care selected by family. .	R&R program helps Stage 2 CalWORKS families identify provider. AP program typically pays provider.
Standards*	Title 5	Title 5 and Title 22 Licensing Regulations	Head Start Performance Standards	Title 22 if licensed	Title 22 if licensed
Age Group	Preschool children ages 3-5 First priority to child protective services children Then priority to eligible 4-year-olds.	Infants to 12	Preschool children ages 3-5, with priority to 4-year-olds. (Early Head Start serves infants and toddlers in some communities.)	Infants to 12	Infants to 12
Income & Other Requirements	Families with incomes up to 60% of State Median Income (SMI), Up to 10% of participants can qualify up to 75% of SMI. Families with lowest adjusted monthly income shall be admitted first.	Families with incomes up to 75% SMI & demonstrated need	Families with incomes up to 100% of poverty. All CalWORKs & Supplemental Services Insurance (S.S.I.) are automatically eligible.	Families with incomes up to 75% of SMI and with demonstrated need. CalWORKS participants and up to 75% SMI with demonstrated need.	Stage 2: Limited to first 2 years after the family stops receiving CalWORKS. Stage 3: Families remain eligible for as long as they meet income requirements and demonstrated need for other child care programs.

*See Table 2-3 for the content of the various sets of standards.

Table 2-3: Existing Early Care and Education Program Standards

	California Program Standards for Contract Providers (Title 5)	Federal Head Start Performance Standards	California Child Care Licensing Requirements (Title 22)
Programs Subject to Standards	State Preschool Contracted General Child Care & Development Programs	Head Start; Early Head Start	Child Care Centers Family Child Care Homes (Includes non-exempt providers receiving Alternative Payment and CalWORKS funds)
Minimum Teacher Qualifications	24 units of Early Childhood Education or Child Development and 16 general education units	50% of Head Start teachers must have AA or higher in Early Childhood Education or related field by September 2003; otherwise a Child Development Associate (CDA) or a state-awarded certificate for preschool teachers that meets or exceeds requirements for CDA Head Start Reauthorization Act passed by House requires that 50% of teachers have BA by 2008	12 units of Early Childhood Education or Child Development or CDA for teacher s in center-based programs. No ECE requirements for family child care; providers are required to take health and safety training. Also, family child care providers who take appropriate courses and meet other requirements are eligible to obtain Child Care Permits (e.g., teacher, master teacher, etc.)
Staff/Child Ratios; Group Size; Class Size	1:8 for 3-5 year-olds Maximum group Size of 24 1:4 for Toddlers Maximum group Size of 16 1:3 for Infants Maximum group size of 18	1:10 for 4- and 5-year-olds Maximum group size of 20 2:17 for 3-year-olds Maximum class size of 17	*Centers:* 1:12 for 2-5 year-olds 1:6 for toddlers (option) 1:4 for infants ***Small Family Child Care Homes:*** Maximum # of children is 6-8 under age 10, depending upon age of child, including provider's own children. ***Large family child care home:*** Maximum # of children is 12-14, depending upon age of the child and including providers' own children, with 2 adults
Curriculum	No set curriculum; *Pre-kindergarten Learning & Development Guidelines* provide guidance on curriculum on various developmental domains.	No set curriculum; Head Start programs must implement a curriculum that supports cognitive development, age appropriate literacy, numeracy, social and emotional development and other skills that form the foundation for school readiness; must integrate all educational aspects of health, nutrition, mental health services into program activities	No set curriculum; *Prekindergarten Guidelines* provide guidance on curriculum on various developmental domains.
Monitoring & Technical Assistance	Monitoring conducted at contract agency level every 3 years. Annual self-study plan using Coordinated Compliance/Contract Monitoring Review with ITERS and ECERS rating scales.	Technical assistance and monitoring based on Head Start Performance Standards; in-depth monitoring every 3 years.	Annual site visits for center compliance with licensing standards conducted by Department of Social Services. Site visits every 5 years for family child care to ensure compliance with licensing standards; more frequent for "high risk" homes.
Comprehensive Services	Health & social service component that identifies needs of child & family for heath or social services makes referrals & includes follow-up and nutrition component.	Federal Head Start Performance Standards provide a range of services to address nutritional, health, and mental health needs: provide opportunities to include parents; and provide medical, dental, nutrition & mental health programs.	Comprehensive services not required.

Table 2-4: Preschool for All Program Elements Worksheet

Program Element*	Superintendent's Universal Preschool Task Force Report Recommendations (1998)	Master Plan for Education School Readiness Work Group Recommendations (2002)	Draft FIRST 5 Preschool for All Demonstration Grant Criteria (2003)	Local Commission Plan
Teacher Qualifications	Master teacher with BA or higher in ECE/CD, including at least 200 hours of supervised field work with preschool children, or a BA (not ECE/CD) + 24 units of ECE/CD and at least 200 hours of supervised field work with preschool children Teacher with AA or higher with 3 semester units of supervised field experience The shift to staff certification will take time.	State should adopt more rigorous education requirements & certification standards for all individuals who teach young children in center-based settings or who supervise others who care for young children, & should immediately require a minimum program of state-approved professional development for all publicly funded providers of care to young children.	Teachers in Demonstration Projects must, at a minimum, meet State Preschool Standards & Child Development Permit Matrix requirements. Demonstration Project must have a plan for all preschool master teachers to have a BA in early childhood education/child development with criteria listed in the UPK Task Force Report (1998) within 5 years, and an Early Education credential (new) within 10 years.	
Teacher Compensation	Compensation should be linked to education levels & experience. Pay for teachers should be at parity for K-12 teachers.	Salaries & benefits for early childhood education providers who have backgrounds similar to, & perform functions similar to, those of their public school colleagues, must be made commensurate to compensation in the K-12 sector, if California is to establish a professional early childhood education sector as part of a coherent system of education	Teachers will be compensated according to qualifications, with goal being parity with K-12 salaries. Preschool rates will increase incrementally based on improvements in teacher education to reach parity with kindergarten/early elementary teachers. Teacher training for preschool will be integrated with the IHE systems for teacher training and include community-based training venues.	

Program Element*	Superintendent's Universal Preschool Task Force Report Recommendations (1998)	Master Plan for Education School Readiness Work Group Recommendations (2002)	Draft FIRST 5 Preschool for All Demonstration Grant Criteria (2003)	Local Commission Plan
Staff/Child Ratios; Group Size; Class Size	Ratios & group size are important, but do not alone define quality. Acceptable group sizes and staff-child ratios must be determined in relation to staff qualifications. Reasonable guidelines: Master teacher, teacher, assistant teacher 3:24 or Master teacher, teacher 2:20, or Master teacher 1:8 Programs that include children with special needs may require an enhanced ratio of adults to children.	Uniform set of program standards, including appropriate staff-child ratios & group size not to exceed 20	Staff-to-child ratios do not exceed State Preschool Requirements (3:24) or a research-based alternative (e.g., 2:20 with a master teacher who has a BA in an ECE-related field & credential, a teacher with an AA, and additional staff and volunteers including parents) Group sizes are small, implementing recommendations of Master Plan for Education and UPK Task Force Report	
Length of Day/Length of Year & Linkage to Extended Day	Focus on publicly funding early education that emphasizes school readiness and that, like kindergarten, is provided for one-half day during the school year. Establish extensions and connections with year-round providers to offer full-day child care. Families should pay, according to a sliding scale, for extended hours of child care beyond the half-day preschool program. Determine what is needed to maximize the number of preschools that provide or coordinate with others to provide extended hours/days of child care needed by working parents.	Recommended that law should be changed to require full-school day kindergarten for all children.	Publicly fund 3.5 hours per day operating on a 175-day school year or an equivalent plan that provides 612.5 hours over a full year, e.g., 2.5 hours per day for 245 days. Providing connections to full day, full year child care services when needed. Integrate wrap-around child care services with current high quality child care providers with minimal transitions for children and families. Use a variety of public and private funding mechanisms, including parent fees, to support wrap-around services. Plan must address the extended day/year needs of families (as state First 5 Preschool for All funds will not be used to support them). Plan must work to embed Preschool Program in systems of child care for children 0-5.	

Program Element*	Superintendent's Universal Preschool Task Force Report Recommendations (1998)	Master Plan for Education School Readiness Work Group Recommendations (2002)	Draft FIRST 5 Preschool for All Demonstration Grant Criteria (2003)	Local Commission Plan
Program Settings	Make universal preschool available in a variety of settings: Eligible providers should include current State Preschool and General Child Care Providers, school-based programs, center-based child development providers, & family child care providers that can meet proposed standards. All licensed public & private child development providers who meet the state's universal preschool standards & accreditation criteria should be invited to participate as funds become available.		Provide preschool services through formal agreements between local education agencies & variety of public & private providers, including preschools, centers, & large family child care homes in networks that meet preschool standards. Facilities should be clean, safe, accessible, inclusive, licensed, and well-equipped with sufficient, appropriate materials and toys	
Curriculum/ Content Standards	Support content & performance standards designed to enhance children's social-emotional, cognitive, linguistic, & physical development Offer many structured learning activities that support children's emerging literacy & numeracy skills, socialization skills necessary to promote a successful transition to kindergarten Developmentally appropriate curriculum practices that promote more positive attitudes and sustained academic gains	Align preschool and kindergarten standards, curricula, & services -- includes making kindergarten more developmentally appropriate .	Use developmentally appropriate curricula with specific learning objectives based on *Pre-kindergarten Learning & Development Guidelines* – early literacy, visual and performing arts, science, math, physical activity, health/nutrition, social skills/relationship building, & group activities	

Program Element*	Superintendent's Universal Preschool Task Force Report Recommendations (1998)	Master Plan for Education School Readiness Work Group Recommendations (2002)	Draft FIRST 5 Preschool for All Demonstration Grant Criteria (2003)	Local Commission Plan
Accreditation, Early Childhood Environment Rating Scale & Other Program Standards/ Benchmarks	Accreditation system similar to that of NAEYC should be implemented.		Participating school-based and center-based programs must receive acceptable score on ECERS. Participating family child care homes that are part of contracted family child care home networks must have acceptable scores on FDCRS. Positive relationship between teachers and children. USDA Childcare Food Standards for meals & snacks	
Child Assessment	A developmental profile should be prepared soon after enrollment and at regular intervals, such as quarterly. The profile should be based on ongoing observations of the child.	Use Desired Results for framework in setting expectations for children. Require individualized learning plans for each child, developed in partnership with family, and based on child/family assessment	The purposes of child care assessment must be clarified: (1) To identify children who may need to be referred for a more in-depth assessment to determine if they have special needs; (2) To improve program design and instruction; and (3) To provide data for evaluation. No one instrument will satisfy all three purposes. To address purpose #1, preschools will provide developmental screenings for all children & connection to appropriate intervention & treatment. To address purpose #2, preschools should use Desired Results as framework for setting expectations for children and providing information to improve curriculum. To address purpose #3 (program evaluation), a more in-depth battery of pre- and post-assessment measures is suggested for a sample of children participating. Longitudinal follow-up of children's API scores is also suggested.	

Program Element*	Superintendent's Universal Preschool Task Force Report Recommendations (1998)	Master Plan for Education School Readiness Work Group Recommendations (2002)	Draft FIRST 5 Preschool for All Demonstration Grant Criteria (2003)	Local Commission Plan
Inclusion of Children with Special Needs	Program should include children with disabilities.	Preventive health screenings & assessments to reveal signs of developmental delays or physical problems that put children 'at risk' in developing readiness for school	Preschools will provide affirmative inclusion for children with disabilities or other special needs, including an appropriate set-aside of resources and/or other funding. Programs include children with disabilities and other special needs As noted above, programs will include required developmental screenings to ensure that special needs are identified and that children receive appropriate services.	
Culturally & Linguistically Appropriate	Assess culturally, linguistically & developmentally appropriate programming options & provided necessary program modifications	Promote dual language learning; provide learning activities that reflect state's diverse cultures. Early childhood settings should help all children establish the foundation to become bilingual & bi-literate	Programs will appropriately serve children with diverse languages and cultures Materials & activities to promote understanding & acceptance of diversity. First 5 'Equity Principles' implemented & assessed.	
Comprehensive Services	Coordinate with other providers to make nutrition, health, & social services available for families who need such services, using the funds targeted for those purposes.	Provide funding to establish neighborhood-based School Readiness Centers to give families access to essential services to meet young children's developmental needs.	Coordinate with other providers to make health & social services available. Preschool programs should be coordinated with First 5 School Readiness programs, which emphasize health, social services and family involvement as well as early care and education and schools being ready for children.	
Family Involvement	Formal family involvement and education component	Schools should establish & maintain explicit compacts for active & meaningful partnerships that make parents & parent groups full partners in the education of their children	Preschools will invite and support parent and family partnership, including leadership in program design & implementation.	

Program Element*	Superintendent's Universal Preschool Task Force Report Recommendations (1998)	Master Plan for Education School Readiness Work Group Recommendations (2002)	Draft FIRST 5 Preschool for All Demonstration Grant Criteria (2003)	Local Commission Plan
Family Involvement (continued)		Develop an equitable per-child allocation for financing early care & education. Model should fund the organizational infrastructure of the new early care & education system, including professional development, quality improvement & data collection.	Approximately 10% ($10 million) of the $100 million Preschool Demonstration Grant funds over 4 years will be set aside for the development of quality improvements including workforce development, administration & monitoring, training & technical assistance, & evaluation. Counties asked to match these funds on a 4:1 basis.	

*See Table 2-1 for research findings on each program element.

Section 2 Appendix

Appendix 2-1: English Language Learners Focus Group Report: *Identifying Strategies to Support English Language Learners in Head Start and Early Head Start Programs*

The following is a list of recommendations regarding strategies to support English Language Learners in Head Start and Early Head Start programs. It is taken from a report that was the product of a two-day focus group hosted by the Head Start Bureau in Washington, D.C. on April 8-9, 2002.

Curriculum and Instruction

- Create and implement demonstration pilot programs of dual language instructional models and optional bilingual and multilingual education strategies, to promote first language development and second language acquisition for both English learners and English speakers.
- Promote the implementation of culturally and linguistically appropriate curricula to support children and families.

Child Assessment

- Support the development of age appropriate performance-based assessment measures in the child's home language to be conducted by staff who speak those languages.
- Employ multiple measures of assessment such as portfolios of children's work, observation, ongoing assessment, and parent input.

Qualified Staff

- Increase the recruitment of qualified bilingual and English as a Second Language staff at all levels and create incentives for their retention through continuing education, ongoing professional development, and pay differential.
- Hire qualified staff of each language of instruction whenever possible.
- Promote the efforts to hire bilingual and English as a Second Language speech pathologists to prevent inappropriate diagnosis of language and speech difficulties of children who are English language learners.

Staff Training

- Offer research-based professional development for new and experienced teachers, teacher assistants, home visitors, education managers, parents, administrators, other service providers, and caregivers on topics such as:
    - theory and practice of second language acquisition for children birth to five;
    - effective teaching and learning techniques that impact language and cognitive development;
    - early literacy skills;

  - observation and assessment of English language learners;
  - cultural influences in child-rearing practices;
  - designing and creating effective language and literacy rich learning environments;
  - inter-cultural sensitivity and awareness;
  - child and family literacy for English language learners;
  - culturally and linguistically appropriate curriculum design and implementation; and
  - observation, documentation, and assessment aligned with curriculum as defined in the Head Start Program Performance Standards and the Head Start Child Outcomes Framework.

- Establish partnerships with institutions of higher learning that can provide college credit incentives to improve bilingual and English as a Second Language teacher qualifications and enhance ongoing professional development for staff in this field.
- Develop and support funding and initiatives that offer bilingual, dual language, and English as a Second Language early childhood teacher preparation.

Partnering with Parents

- Share information with parents about the current research regarding how the process of first and second language acquisition takes place and their important role in it.
- Inform parents of ways to support their children's language development and learning, using the home language as the basis for the development of English, without compromising their first language and culture.

National Leadership

- Build the Head Start Bureau’s capacity to serve as a visible national leader in offering guidance and resources in the area of bilingual and multilingual early childhood first and second language development and learning for children birth to five.
- Establish partnerships with other federal agencies and organizations in the area of second language acquisition for young children.
- Articulate and clarify existing Head Start policy that supports and promotes the need for linguistic and cultural continuity between children and families and program-home interactions and communication in Head Start and Early Head Start programs.

Research

- Develop additional research initiatives on the bilingual, dual language, and multilingual development of children birth to five and the preparation of personnel and skilled leaders in this area.
- Establish partnerships that can help to identify, evaluate, and assist with the development, replication of methods, best practices, and approaches to improve the early literacy development of birth to five English language learners.

Appendix 2-1: Areas of General Agreement on Preschool for All Developed July 2003 by *First 5 California Commission on Children and Families* in Collaboration with County Commissions and other RFP Partners

Long-Term Goals:

- Preschool, including current early care and education programs that will meet quality standards, will be an integrated part of California's system of free public education.
- Preschool teacher education and compensation will increase to parity with Kindergarten/ Early Elementary teachers.
- Preschool will be administered by the CDE and connected with K-12 education. CDE will provide for the development of training and standards while facilitating preschool systems that build on local capacity and meet local needs.

First 5 Demonstration Projects:

- Criteria for the First 5 PFA Demonstration Projects will provide a common framework regarding readiness to start, including specified partners, and additional criteria for build-up/roll-out to a statewide system (i.e., selected demonstration projects demonstrate their commitment to change as necessary to become a statewide system).
- Preschools will provide benefits to young children that are measurable across the 5 domains of children's learning and development through the early elementary grades.
- Preschools will appropriately serve children with diverse languages and cultures, as well as provide affirmative inclusion for children with disabilities and other special needs (goal - at least 10% of children served have disabilities or other special needs).
- Preschool will be free to all, voluntary, and offered for at least one-half day during the regular school year.
- Preschool will reflect research-based, high quality standards and build on programs provided through a variety of public and private settings that meet those standards, including networks of family child care homes.

- Preschool will be a viable option for all families by providing connections to full day, full year child care services when needed. The wrap-around child care services will be integrated with current high quality child care providers with minimal transitions for children and families. A variety of public and private funding mechanisms, including fees, will be used to support wrap-around child care services.

- Preschool rates will increase incrementally based on improvements in teacher education (and compensation) to reach parity with Kindergarten/ Early Elementary teachers and other early educators. Teacher training for preschool will be integrated with the IHE systems for teacher training and include community-based training venues.

- Preschools will invite and support parent and family partnership, including leadership in program design and implementation.

- Preschools will provide for transitions for 0-3 year olds entering the preschool programs and for preschoolers entering Kindergarten. Preschools will be part of an integrated infrastructure (workforce, facilities, etc.) spanning birth through school-age programs.

- Preschools will be provided in appropriate facilities that are clean, safe, accessible, inclusive, licensed, meet regulatory quality standards, and are well-equipped with sufficient, appropriate materials and toys.

- County Commissions will have time and resources to work at the county or school district level to plan and implement Preschool for All Demonstration Projects with support from a variety of partners.

Appendix 2-3: Draft Working Principles for Preschool for All

Developed by early childhood representatives convened by and under the guidance of *Preschool California* and *Children Now,* with support from the David and Lucile Packard Foundation.

Goal: To achieve voluntary preschool programs that prepare children for a smooth transition to kindergarten and for success in life, available to all three- and four-year-olds whose families choose to enroll them; these programs shall:

- Meet standards for quality;
- Attract and retain professionals who are educated and compensated at levels comparable to teachers in California's K-12 system;
- Take place in a variety of settings, including public and private child care centers and family child care homes, Head Start programs and schools;
- Be offered in culturally, ethnically and linguistically appropriate settings and developed in concert with an infrastructure for educating a culturally, ethnically and linguistically diverse workforce;
- Be inclusive of children with special needs;
- Link to full-day, affordable early care and education programs to meet the needs of working families; and
- Be publicly funded.

Principles of a California Preschool for All System:

Quality Standards Will Support Children's Early Development

All California families will have the opportunity to enroll their three- and four-year-old children in a publicly funded, quality preschool program that meets research-based standards that support children's social, emotional, cognitive, linguistic and physical development.

Early Childhood Educators Will Be Well Educated, Fairly Compensated and Culturally, Ethnically and Linguistically Reflective of the Children Served

Early education professionals will be educated and compensated at levels comparable to teachers in California's K-12 system, and will engage in ongoing professional development. All staff working with children will have access to professional development opportunities. Early education professionals will be representative of the cultural, ethnic and linguistic diversity of California's children.

Programs Will Match Families' Needs

Children's families will be able to communicate easily with preschool teachers and feel welcome to participate fully in their children's early learning experiences. Families will have access to quality programs with settings, locations, hours and other characteristics that meet family needs and preferences and support families' aspirations to fulfill their children's potential. Programs will be linked to community resources supporting the healthy development of children and families. The part-day preschool experience will be made feasible for working families by being incorporated into or connecting with full-day care as seamlessly as possible.

Programs Will Recognize that Cultural, Ethnic and Linguistic Diversity Are Defining Attributes of California's Population

Children of all cultural and ethnic backgrounds, first languages, income levels and areas of residence shall be welcomed in inclusive quality programs designed to meet their individual needs.

Programs Will be Inclusive of Children with Special Needs and/or Disabilities

All children benefit from inclusive programs. Elements that promote inclusion of children with disabilities will be integrated into the planning and design of programs, rate structures, new facilities, and staff training programs. In addition, strong links will be built in every community to ensure that early identification and appropriate services are available to children with disabilities, and that there will be access to training and resources for parents and providers.

Programs Will be Regularly Evaluated to Assure that Desired Outcomes for Children Are Met

Programs will be accountable for engaging in regular quality assessments and uniform evaluation tools statewide to measure their progress in meeting desired outcomes for children. These evaluation tools will be developmentally, culturally, ethnically, and linguistically appropriate.

Financing Will Support the Cost of Quality Programs

Children will be in programs that are sufficiently funded to meet the real cost of a quality early childhood education program. This includes meeting established standards, providing comparable pay and benefits for qualified teachers, establishing an accessible higher education infrastructure for the preparation of the early childhood workforce, developing facilities suitable for quality early childhood education, and engaging in ongoing quality assessment activities. Financing of preschool should not negatively impact funding for infants, toddlers and school-age children nor child care subsidies that help low-income families to work.

Administration Will be Streamlined and Articulate Well with Other Relevant Systems

Preschool for all will be administered at the state level by the California Department of Education to assure articulation with California's K-12 education system. Locally, preschool for all will be responsive to the varying needs of California's communities, and parents will be involved in planning the preschool for all system. Statewide and locally, preschool for all will be administered in ways that connect to systems serving infants and toddlers and those providing full-day, full-year services for children of all ages. Wherever possible, infrastructure, such as training programs, will be built to serve the entire system.

Additional Resources:

Final Report: The California Master Plan for Education. Available at:
www.sen.ca.gov/masterplan/

National Association for the Education of Young Children website:
www.naeyc.org/

National Center for Early Development and Learning website:
http://www.fpg.unc.edu/~ncedl/

National Institute for Early Education Research website:
www.nieer.org/

Frank Porter Graham Child Development Institute website:
http://www.fpg.unc.edu

The High/Scope Foundation website:
www.highscope.org

Early Childhood Research Institute on Inclusion (ECRII)
http://www.fpg.unc.edu/~ecrii

Department of Education No Child Left Behind website:
http://www.nclb.gov

References

Ackerman, D. (2003). States' Efforts in Improving the Qualifications of Early Care and Education Teachers. New Brunswick, NJ: NIEER.

Bailey, D.B., & Winton, P. (1987) Stability and Change in Parents' Expectations about Mainstreaming. *Topics in Early Childhood Special Education, 7,* 73-88

Barnett, W.S., & Hustedt, J.T. (2003). Preschool: The Most Important Grade. *Educational Leadership,* 60 (7), 54-57.

Bellm, D., Burton, A., Whitebook, M. Broatch, L. & Young, M. (2002). Inside the Pre-K Classroom: A Study of Staffing and Stability in State-Funded Prekindergarten Programs. Washington, D. C.: Center for the Child Care Workforce.

Bowman, B., Donovan, M., & Burns, M. (Eds.) (2001). *Eager to Learn: Educating Our Preschoolers.* National Research Council, Washington, D.C.: National Academy Press.

Gallagher, J. & Clifford, R. (2000). The Missing Support Infrastructure in Early Childhood. *Early Childhood Research and Practice,* 2 (1), 1-24.

Gormley, W.T., Jr. & Phillips, D. (2003). *The Effects of Universal Pre-K in Oklahoma: Research Highlights and Policy Implications.* Crocus Working Paper #2. Washington, D.C.: Georgetown University. www.crocus.georgetown.edu/oklahoma.html.

Gullo, D. (2000). The Long-Term Educational Effects of Half-Day versus Full-School-Day Kindergarten. *Early Child Development and Care,* 160:17-24.

Guralnick, M.J. (1976). The Value of Integrating Handicapped and Non-handicapped Preschool Children. *American Journal of Orthopsychiatry,* 46: 236-245.

Guralnick, M.J. (1998) The Effectiveness of Early Intervention for Vulnerable Children. *American Journal of Mental Retardation,* 102: 319-345.

Harms, T., Clifford, R., & Cryer, D. (1998) Early *Childhood Environment Rating Scale-Revised Edition.* New York: Teachers College, Columbia University.

Helburn, S.W. & the Cost, Quality and Child Outcomes Study Team. (1995). *Cost, Quality and Child Outcomes in Child Care Centers* (Public Report, 2nd. Ed.). Denver: Center for Research in Economic and Social Policy, University of Colorado Economics Department.

Helburn, S.W. & Bergmann, B.R. (2002) *America's Childcare Problem: The Way Out.* New York: Palgrave.

Henry, G.T., Henderson, L.W., Ponder, B.D., Gordon, C.S., Mashburn, A.J., & Rickman, D.K. (2003). *Report of the Findings from the Early Childhood Study: 2001-2002.* Atlanta: Georgia State University, Andrew Young School of Policy Studies. Report available at www.gsu.edu/sps/publications/2003/earlychildhood.htm.

Howes, C. (1997). Children's Experiences in Center-Based Child Care as a Function of Teacher Background and Adult-Child Ratio, *Merrill Palmer Quarterly*, 43: 404-425.

Kagan, S.L. & Cohen, N.E. (1997) *Not By Chance: Creating an Early Care and Education System for America's Children.* New Haven: Yale University, Bush Center in Child Development and Social Policy.

Lombardi, J. (2003) *Time to Care: Redesigning Child Care.* Philadelphia, PA: Temple University Press.

McCartney, K. (1984). Effect of Quality of Day Care Environment on Children's Language Development. *Developmental Psychology*, 20, 244-260.

Meisels, S.J. & Atkins-Burnett, S. (2000). The Elements of Early Childhood Assessment. In J.P. Shonkoff & S.J. Meisels (Eds.), *Handbook of Early Childhood Intervention.* Cambridge: Cambridge University Press.

Mitchell, A. (2001). *Prekindergarten Programs in the States: Trends and Issues.* Manuscript available from Early Childhood Policy Research, Climax, NY 12042.

Muenchow, S. (2003). A Risk Management Approach to Readiness Assessment. In Scott-Little, C., Kagan, S.L., & Clifford, R.M. (Eds.). *Assessing the State of State Assessment: Perspectives on Assessing Young Children*. Greensboro, N.C.: The Regional Educational Laboratory at SERVE, Associated with the School of Education, University of North Carolina at Greensboro.

National Institute for Child Health and Development Early Child Care Research Network (2000). The relation of child care to cognitive and language development. *Child Development*, 71 (4), 960-980.

Odom, S. (2003) *Widening the Circle: Including Children with Disabilities in Preschool Settings.* http://www.indiana.edu/~edfolks/persons/slodom.html

Peisner-Feinberg, E., Burchinal, M., Clifford, R., Culkin, M., Howes, C., Kagan, S., & Yazejian, N. (2001). The relation of preschool child-care quality to children's cognitive and social development trajectories through second grade. *Child Development*, 72 (5), 1534-1553.

Reynolds, A., Temple, J.A., Robertson, D.L., & Mann, E.A. (2001). Long-Term Effects of an Early Intervention on Educational Achievement and Juvenile Arrest: A 15-Year Follow-Up of Low-Income Children in Public School. *Journal of the American Medical Association, 285: 2339-2346.*

Schumacher, R., Irish, K., & Lombardi, J. (2003). *Meeting Great Expectations: Integrating Early Education Program Standards in Child Care.* Washington, D.C.: Center for Law and Social Policy.

Schweinhart, L.& Weikart, D. (1997) *Lasting Differences: The High/Scope Preschool Curriculum Comparison Study Through Age 23.* Ypsilanti, MI: High/Scope Press.

Shepard, L., Kagan, S.L., & Wurtz, E. (2001) Principles and Recommendations for Early Childhood Assessments. *The State Education Standard, 2* (2), 5-12.

Shonkoff, J., & Phillips, D. (Eds.) (2000). *From Neurons to Neighborhoods: The science of early child development.* Washington, D.C.: National Academies Press.

Snow, C.E., Burns, S.M., & Griffin, P. (Eds.) (1998) *Preventing Reading Difficulties in Young Children.* Washington, D.C.: National Research Council.

U.S. Department of Education, Office of Special Education Programs (2002). *To Assure the Free Appropriate Public Education of all Children with Disabilities.* 24th Annual Report to Congress on the progress of special education. Report can be found at www.ed.gov/about/reports/annual/osep/2002/index.html As cited in "Early Intervention Helps Special E. Students, Report Says," *Education Week*, September 24, 2003.

Vandell, D. & Wolfe, B. (2000). *Child Care Quality: Does It Matter and Does It Need to Be Improved?* Report prepared for the United States Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation. Observational Record of the Caregiving Environment (ORCE)-NICHD. Retrieved from http://www.aspe.hhs.gov/hsp/ccquality00/ccqual.htm.

Wang, Y.L. & Johnstone, G.W. (1999). Evaluation of a Full-School-Day Kindergarten Program, *ERS Spectrum*, 17(2): 27-32.

Warfield, M.E., & Hauser-Cram, P. (1996). Child Care Needs, Arrangement, and Satisfaction of Children with Developmental Disabilities. *Mental Retardation*, 34:294-302.

Whitebook, M., Howes, C., & Phillips, D. (1998) *Worthy Work, Unlivable Wages: The National Child Care Staffing Study, 1988-1997.* Washington, D.C.: The Center for the Child Care Workforce.

Whitebook, M. & Sakai, L. (2003) Turnover Begets Turnover: An Examination of Job and Occupational Stability Among Child Care Center Staff. *Early Childhood Research Quarterly*, 18 (3): 273-293.

Whitebook, M., Sakai, L., & Howes, C. (1997) *NAEYC Accreditation as a Strategy for Improving Child Care Quality.* Washington, D.C.: National Center for the Early Childhood Workforce.

Whitebook, M., Howes, C., & Phillips, D. (1990). *Who Cares? Child Care Teachers and the Quality of Care in America.* Final Report of the National Child Care Staffing Study. Oakland, CA: Child Care Employees Project.

Whitebook, M., Phillips, D. & Howes, C. (1993). *National Child Care Staffing Study Revisited: Four Years in the Life of Center-Based Child Care.* Oakland: Child Care Employee Project.

Whitebook, M., Sakai, L., Gerber, E., & Howes, C. (2001). *Then and Now: Changes in Child Care Staffing, 1994-2000.* Washington, D.C.: Center for the Child Care Workforce. Retrieved from http://www.ccw.olrg/tpp/pubs/Then&Nowfull.pdf.

Whitebook, M., Kipnis, F., Sakai, L., Voisin, I. & Young, M.P. (2004). *The California Child Care Workforce Study: 2001 Preliminary Results and Future Plans.*

Wolery, M. & Wilbers, J. (Eds.) (1994) Including *Children with Special Needs in Early Childhood Programs.* Washington, D.C.: National Association for the Education of Young Children.

Zill, N., Renick, G., Kim, K. McKey, R.H., Clark, C., Pai-Samant, S., Connell, D., Vaden-Kiernan, M., O-Brien, R., & D'Elio, M.A. (2001) *Head Start FACES*: *Longitudinal Findings on Program Performance, Third Progress Report*. Washington, D.C.: Administration on Children, Youth and Families, U.S. Department of Health and Human Services.

Section 3:
Estimating the Supply and Demand for Preschool

Fran Kipnis,
Research Director,
California Child Care Resource and Referral Network

Introduction

Having accurate and up-to-date information about the characteristics of the young children and families in a specific community and about the early care and education (ECE) programs that already serve these children is essential to planning a *Preschool For All* initiative. This information will help target new preschool resources to the communities where they are needed and most likely to be used. This information will also help promote strategies for creating a preschool program that is based on realistic assessments of what is currently in place.

This chapter will describe the resources that are available to help plan a *Preschool For All* program at the community level. The resources will provide information about:

1) The characteristics of the ECE programs already in place.
   - How much and what kind of early care and education exists?
   - What are the numbers and characteristics of the ECE workforce?

2) The potential participants of a *Preschool For All* initiative.
   - What are the characteristics of the children and families in the community?
   - Which ECE programs are they currently using?
   - Who will access the preschool programs being developed?

Some of the information needed to answer these questions has already been collected and analyzed and is readily available. However, some of the necessary information has not been collected or is not easy to access. For this reason, earmarking financial and staff resources for data collection, analysis and reporting is very important. The amount of resources needed varies greatly, based on:

- Who will conduct the research or write the report,
- The number of people or agencies from which data will be collected,
- The amount and complexity of the information collected, and
- The length and complexity of the final report.

The Characteristics of the Early Care and Education (ECE) Programs Already in the Community

The Supply and Characteristics of ECE Programs

As shown in Table 2-1, California has an existing system of publicly supported and/or regulated early care and education programs. A successful *Preschool For All* program will coordinate with and build upon these existing services and infrastructure. In deciding where to locate new preschool programs, it is essential to know what programs already exist in an area or for a specific population. Will new services duplicate an existing program, compliment an existing program, or fill a need because no services exist? For example:

- If a community is planning a part-day, part-year Preschool For All program, the first step should be to identify similar programs, such as Head Start or State Preschool, that already exist. This information helps in coordinating and integrating with existing programs rather than duplicating them.

- If a community is planning a part-day program, but many of the families in the community work full-time and want their children cared for all day, it will be important to identify full-day child care programs. These programs could offer, "wrap around care" for the preschool program or could be encouraged to upgrade quality, if necessary, to offer Preschool For All services within their existing program.

Sources of information on the ECE supply already in the community include:

Child Care Resource and Referral Agencies (R &R's):

The local R&R program maintains an updated database of the licensed child care centers and licensed family child care homes currently providing care. There is an R&R office in each county, and some counties are served by more than one. To find the closest R&R office, go to the Network Web site at www.rrnetwork.org, or call 1 (800) 543-7793 and enter your zip code.

The center-based data includes information on Head Start, State Preschool, and other programs under contract with the California Department of Education (CDE), Child Development Division (CDD), as well as on private non-profit and for-profit child care centers.

R&R's maintain this comprehensive information to provide quality referrals to parents needing ECE services and to provide quality technical assistance to center-based and family child care home providers.

Table 3-1 displays the information that every R&R in California collects on the licensed centers and homes in their county. All R&Rs can answer the following questions:

- What types of licensed ECE programs exist in the community?

- Where are they located?
- How many children, and of what ages, can they serve?
- What schedules do they offer?
- What languages do they speak when working with children?

The California Child Care Resource and Referral Network (Network)

In addition to the local use of the data in providing referrals, assisting providers, and developing local needs assessments, this information is collected by the California Child Care Resource and Referral Network (Network) every two years. The Network aggregates and analyzes this information to document the ECE and school-age supply in California, both county-by-county and statewide.

The supply and demographic information about the children and their families in a county are published in the *California Child Care Portfolio* and as a series of child care supply maps. The 2001 *Portfolio* and the 2001 *Child Care Supply Maps* are available on the Network's website www.rrnetwork.org. The 2003 versions will be available soon.

Child Care and Development Planning Councils (LPCs)

In addition to the local R&Rs, there are LPCs located in every county. Also funded by CDE, the LPCs are mandated to conduct countywide child care needs assessments and to prepare plans to address identified child care needs for the families in their communities. These assessments include comprehensive and detailed information on the supply and demand for child care, including subsidy use and the need for both subsidized and non-subsidized care.

For example, the *San Francisco Child Care Planning Council Needs Assessment* reports the following information for each neighborhood in the city/county:

- The population of children,
- The capacity of licensed child care,
- The number of children eligible for state child care subsidies and for Head Start programs,
- The number of children participating in local, state and federal subsidy programs,
- The unmet need for subsidized care, and
- The types and locations of care that subsidized families are using.

Another example is offered by the *Alameda County Child Care Needs Assessment*, which analyzes the supply and demand of child care services by cities in the county. Using conservative and broad estimates of child care usage (we will discuss child care usage later in this chapter),

the study estimates the gaps in supply for different age groups as well as the possible "excess supply" in certain areas. This illustrates the importance of looking at data to determine precisely where resources are needed. Is there already an "excess supply" of programs for three- and four-year-olds in some communities? Are there some communities where many preschoolers have inadequate access to services?

You can link to a directory of LPCs at www.cde.ca.gov/cyfsbranch/child_development/.

Supply and Characteristics of the ECE Workforce

It is very important to understand the characteristics of the people currently providing ECE services, the ECE workforce. Such information helps *Preschool For All* planning efforts to develop strategies for the recruitment and professional development of the preschool workforce. For example:

- *Preschool For All* will eventually require every preschool classroom to have one teacher with a Bachelor's degree and an early childhood certificate or credential. To meet this requirement, it would be important to know how many current ECE teachers in the community already have a Bachelor's degree, how many have an Associate's degree, and how many have no college-level education.

- *Preschool For All* encourages preschool teachers to be able to speak the same language as the children they serve (in addition to English), and to also have a similar cultural background to the children they serve. To plan for future recruitment and training of teachers, it would be important to know about the linguistic and cultural background of the current workforce.

Sources of information on the ECE Workforce include:

The California Child Care Workforce Study

In 2001, the Center for the Study of Child Care Employment at the Institute of Industrial Relations (IIR) at the University of California Berkeley, the Center for the Child Care Workforce (CCW)**,** and the Network collaborated on an in-depth study of the center-based and family child care home workforce in eight counties. One interesting finding is that the percentage of ECE teachers with a Bachelor's degree working in each county is very similar to the percentage of the general population in that county with Bachelor's degrees. In San Francisco, for example, 43% of center-based teachers have a Bachelor's degree—the same percentage of the general population with BAs. In Kern County, 8% of center-based teachers, and 12% of the county's general population, have BAs. Such information is essential to planning an appropriate professional development strategy in each community.

The *Workforce Study* provides the following sorts of information about center-based staff:

- The characteristics of the centers where the staff work,

- Numbers of staff in different staff categories,

- Tenure and turnover,
- Working conditions,
- Benefits and union participation, and
- Educational background and training.

The *Workforce Study* also provides the following information about family child care home providers:

- Educational background, training, and accreditation,
- Provider demographics (age, gender, ethnicity, languages spoken, marital status),
- Health insurance status, and
- Economic status.

The *Workforce Study* produced separate reports for each of the eight counties studied, and one report documenting the cross-county results. These reports are available on the Network's website: www.rrnetwork.org. The Center for the Study of the Child Care Workforce and the Network are exploring ways to conduct this study in additional counties and statewide. Contact Marcy Whitebook at mwhbk@uclink.berkeley.edu for more information.

Child Care Center/Family Child Care Home Salary and Working Conditions Surveys

CCW has conducted individual wage and benefits surveys in many California counties during the past few years. These reports include information on workers' educational background and training, working conditions, demographics and tenure in the field. The reports are available on the CCW website: www.ccw.org.

Universal Preschool in California: An Overview of Workforce Issues

This paper, prepared by Marcy Whitebook and Dan Bellm of IIR in 2002, focuses on three *Preschool For All* design issues: delivery mechanism, workforce standards, and professional development "…in terms of how they relate to the universal preschool workforce. The discussion … review(s) current conditions, emerging questions, research findings, gaps in available data, relevant activities in other states, and the range of decisions that California program planners and policy makers will face as they move ahead." Access the report on the IIR website at: http://socrates.berkeley.edu/~iir/cscce/index.html or contact the Center for the Study of Child Care Employment (mwhbk@uclink.berkeley.edu). The Center will also prepare a series of policy briefs from the *Workforce Study* that directly relate workforce issues to Preschool for All.

- The CCW and IIR websites are also excellent sources of information on the ECE workforce.

What Else Needs to Be Known?

The data sources described above might not provide all the information that is needed for a *Preschool For All* planning effort. **Table 3-2** identifies some additional data about the ECE supply and data sources that might be helpful. Information about location of programs and number of children served is easily obtained. However, data on "program quality" is more difficult to access. This includes such matters as type of curriculum and how they rate on various quality measures. Here local planning efforts might require some original data collection. If so, it is important to involve child care experts. Consult with the local R&R, local workforce experts, and the Center for the Study of the Child Care Employment in efforts to collect such data. Also, be sure to budget adequate financial resources for such data collection projects.

The Potential Participants in a Universal Preschool System

Characteristics of Children and Families in the Community

It is important to know the general demographic, social, and economic characteristics of the children and families in the community. Although this information will not reveal exactly how many parents might use preschool services (known as the true demand) it will help a planning effort better define the parameters of a *Preschool For All* program. Important questions to ask include:

- How many children will the program serve, potentially?

  How many preschoolers live in the community? How many have two parents who are working, or a single parent who is working? How is the population expected to change over the next 10 years?

- Is a part-day program accessible to families?

  Do parents work full-time or part-time? Do they have long commutes? Do they have flexible schedules? Do they work evenings or weekends?

- What types of curriculum and staff are needed to serve the language and ethnic diversity of the community?

  What languages do families speak? What is their racial classification? What is their country of origin?

- What are unique family characteristics that need to be considered in program design?

  What is the composition of the households in the community? What percentage of children is primarily cared for by grandparents, by foster parents, or by gay and lesbian families?

Sources of information on the demographic, social and economic characteristics of the population include:

- The U.S. Census Bureau (www.census.gov/),
- The California Department of Finance, Demographic Research Unit (www.dof.ca.gov/html/Demograp/druhpar.htm),
- The U.S. Department of Labor, Bureau of Labor Statistics (www.bls.gov/),
- The California Employment Development Division (www.edd.ca.gov/),
- The California Department of Education: Education Demographics Office (www.cde.ca.gov/demographics and Ed-Data www.ed-data.k12.ca.us/)
- Kids Count Web Site: Census Data (www.aecf.org/kidscount/census/).

Types of data provided by the 2000 Census include:

- Total number of people, households, and families
- Racial composition
- Number of children by age group
- Number of children of working parents
- Composition of households and families, including marital status, other relatives, partner status, and presence of children
- Number of grandparents raising grandchildren
- Year of entry into the United States and citizen status
- Languages spoken at home and the ability to speak English
- Ancestry of population
- School enrollment, including "Nursery school/Preschool"
- Educational attainment
- Employment status, types of jobs, usual hours worked per week, commute patterns
- Disability status by age
- Household income and poverty status.

These data have already been formatted into reports that are generally available on the web. However, sometimes it is necessary to order these reports for specific geographies or age groups. **Table 3-3** provides web addresses for the formatted reports.

Current ECE Usage

Once the characteristics of the children and families in the planning area are known, information needs to be gathered about where young children are currently being cared for. Are they enrolled in center-based programs, family child care homes, or license-exempt care? Are they in full-time or part-time care? Are children of non-working parents enrolled in ECE programs?

Potential sources of information on child care usage include:

- LPCs, which might provide this information in their *Child Care Needs Assessment;*
- R&R centers and the California Child Care Resource and Referral Network;
- National and statewide studies, which might contain estimates on ECE usage in local communities.

  The Urban Institute has conducted research on child care usage in California. The reports, *State Child Care Profile for Children with Employed Mothers: California (February 2001)* and *Primary Child Care Arrangements of Employed Parents: Findings form the 1999 National Survey of America's Families* are available on the Urban Institute website www.urban.org.

It is important to note, however, that patterns of child care usage are very sensitive to the local supply, cost, and quality of ECE services. If information about child care usage is not available locally, another option is to ask parents directly about their child care arrangements. This would most probably be done in conjunction with a demand study, which asks parents about their interest in participating in a preschool program, as is discussed in more detail below.

What is the Demand for Preschool Programs in the Community? (If you build it, will they come?)

Information about the general population and current child care usage is essential to defining the parameters of a *Preschool For All* program, but it is not enough to predict the actual demand for preschool programs. For example, although there might be 500 three- and four-year-olds in a community, that fact alone does not predict how many parents will choose to enroll their children in the envisioned preschool program. Actual enrollment also depends on:

- Degree of satisfaction with a child's current early care and education arrangement,
- Knowledge of the quality standards of service offered by the new or upgraded preschool program as compared to services previously available in the community,

- Location,
- Parent fee (if any),
- Curriculum and services provided,
- Schedule of the program (full-time, part-time),
- Availability of "wrap-around" care, and
- Other relevant factors.

Sources of information about actual demand for preschool services include:

- Analyses of participation rates for similar programs locally,

  For example, if a county is planning a part-day program, it would be helpful to know the participation rates for the part-day Head Start and State Preschool programs in the same community.
- Analyses of participation rates in similar preschool programs in other states,
- Information in the LPC's Child Care Needs Assessment,
- Information available from the local R&R,
- The August 2003 study *Important Predictors of Early Education and Care"* by the National Institute for Early Education Research (http://nieer.org).
- *The Cost of Universal Access to Quality Preschool in Illinois (2003) pages 6-8*, Institute for Women's Policy Research (www.iwpr.org).

A complete *Preschool For All* planning process might also want to ask parents directly about their current child care usage and their interest and willingness to participate in a preschool program. Such data can be collected through mail, telephone, or household surveys, or through focus groups. Again, work with the local R&R and other ECE experts on the study, and set aside resources for this sort of data collection.

Putting It All Together

San Mateo County: Under the leadership of First 5 San Mateo County, a design group has facilitated an 18-month planning process and the development of a strategic plan for implementing universal preschool in San Mateo County. Because of fiscal constraints, the design group has recommended an incremental approach to the implementation of the strategic plan. To guide this incremental approach, First 5 San Mateo County, working in collaboration with the Child Care Coordinating Council of San Mateo County (the local R&R), the Network, and the Center for the Study of Child Care Employment, has obtained support from the David and Lucile

Packard Foundation to conduct a comprehensive preschool supply and demand study. The study has three components:

- A household survey of San Mateo county residents to quantify the actual demand for preschool education among parents of children up to age five, focusing on how preschool needs, including schedule, location, price, and programming differ among diverse communities,

- An analysis of existing data, and a comprehensive survey to collect additional data, on the licensed early care and education supply in the County to quantify the actual supply of preschool spaces in different communities, focusing on type of provider, price, location, hours of service, and measures of quality, and

- An analysis of existing child care workforce data and the collection of additional preschool teacher data, through the supply survey mentioned above, to ensure that the County plans for appropriate investments in the preschool teacher workforce to meet the higher teacher qualification standards of Preschool for All.

The supply and demand study protocols and the study findings will be included in the Tool Kit as they are completed.

Los Angeles County: Los Angeles County is also taking a leading role in California's Preschool for All initiative. Under the leadership of First Five LA, the key stakeholders in the County are participating in a comprehensive planning process to develop a countywide preschool program. The Los Angeles preschool program, similar to the San Mateo program, will be phased in, as resources are not yet available for full implementation. To help determine where to target resources, the planning effort recently completed an exhaustive verification process to identify "supply and demand" in the county. The focus of this effort was to verify and "dig deeper" into the existing data on the supply of early care and education services and the population of children needing these services. The supply and demand information was disaggregated to the zip code level and the process of verification included four steps:

- **Calculating a reliable estimate of the number of preschool spaces available by type and funding stream at the zip code level.**
  The 2002 R&R data on the active, licensed child care supply served as the baseline, and a detailed itemization of spaces in different funding categories was completed with the support and cooperation of local school districts, the county office of education, independent Head Start grantees, and the Alliance of Alternative Payment Programs. An attempt was made to isolate how many of the total spaces were available for four year-old children. Also, an effort was made to avoid double counting two part-time spaces that were being used by one child in order to create full-time services. This was particularly important when looking at the utilization of part-time spaces in State Preschool and Head Start programs. For example, one child might use a part-time State Preschool space in the morning and a part-time Head Start space in the afternoon. The supply data can be mapped using a GIS program based on actual spaces or in different relationships (e.g., space per square mile, space per 100 children).

- **Calculating the total potential demand for preschool services.**
  Using the 2000 U.S. Census (Summary Tape File 3), data on the number of children aged four years-old was disaggregated to the zip code level. There data were mapped and color coded by the density level of children in each zip code. Special care has to be taken to verify the census tract data against the zip code correspondence table to ensure the distribution of children is not over-counted.

- **Calculating the potential unmet need for preschool services.**
  By subtracting the total potential demand for services from the total supply, a "simple" calculation of unmet need can be determined. The simple calculation assumes that ALL children can enroll in preschool and that maternal employment, family income, and other social indicators are not relevant to utilization of service. More sophisticated approaches to analyzing unmet need can be developed. These include estimating utilization based on historical performance of UPK in other states, and taking into account weighting of different social indicators. The prioritizing of zip codes for ramping up, building facilities, and developing programs can be achieved using weighting approaches. The weights can be displayed on maps using an approach called Spatial Analyst.

- **Prioritizing the geographic allocation of preschool resources.**
  By weighting four factors and displaying the data in a series of geo-coded maps, it is possible to target specific zip codes for priority deployment of resources. In Los Angeles County, there were several "hot zones" that were high in need and short on supply. These are also low-income zip codes so both service and new facilities are needed. The weighted factors being used in Los Angeles include: unmet need, elementary school API scores, maternal employment, and family income. A fifth variable, the prevalence of children that are both English language learners and also not fluent in their home language, is under consideration once zip-code level data on this population is collected.

A comprehensive report on the Los Angeles Preschool for All planning process, which will include the methodology for the supply and demand analysis, is forthcoming and will be added to the Toolkit when it is available. For more information, contact info@karenhillscott.com **.**

Policy Analysis for California Education - In addition to the two planning efforts discussed above, a helpful model for strategically thinking about supply and demand issues is *Investments for Universal Preschool: Which Families to Serve First? Who Will Respond?* (PACE: Bruce Fuller and Danny Shih-Cheng Huang, 2003.) This study illustrates how state and local planners might weigh various strategies for targeting limited preschool resources. Using Los Angeles County as an example, the study analyzes how three alternative targeting mechanisms would yield different allocations to different communities, including:

- Communities with the *lowest performing students* on standardized test, scores which are tightly correlated with neighborhood wealth or poverty,

- Communities with the *lowest supply of preschool slots* for young children, neighborhoods that may be poor or working class in composition, and

- Communities where the *pent-up demand* for preschool is highest, that is, neighborhoods where family demand outstrips current supply.

This publication is available on the PACE website: http://pace.berkeley.edu/

Table 3-1: Understanding the Early Care and Education and School-Age Supply in Your County

Every R&R can give you the information outlined in the chart below. The Network can also provide this information for every county and across the state; however, depending upon when the information is requested, it might not be as current as the data provided by your local R&R. For additional information on the quality of the programs, see Table 3-2.

What do you want to know?	Licensed Child Care Centers	Licensed Family Child Care Homes	Comments
What types of programs do R&Rs have information for?	• Head Start • CDE-contracted programs (i.e. state preschool and general child care) • Private for-profit and non-profit centers	• Private family child care homes (large and small) • Family child care home Networks – CDE contracted • Head Start contracted	
(i) Where is the early care and education located?	• City • Zip Code	• City • Zip Code	Street address information is generally available for center-based programs and large family child care homes.
(ii) How many children is the center-based program or home licensed to serve at home time?	• # Of children 0-23 months • # Of children 24 months – 5 years, 11 months • # Of children 6 years and older	• Licensed for up to eight children (small family child care home) • Licensed for up to 14 children (large family child care home)	This information is the *licensed capacity*, defined as the number of children the center or home is allowed to care for at one time. Beginning in January 2004, R&Rs will also collect *desired capacity for family child care homes.* This is the number of children the provider prefers to serve at any one time.
(iii) Does the center-based program or home offer full-time and/or part-time care?	• Full time – *care offered for 35 or more hours per week* • Part time – *care offered for less than 35 hours per week.*	• Full time care – *care offered for 35 or more hours per week* Part time care – *care offered for less than 35 hours per week.*	Beginning January 2004, the *full-time definition will be changed to 30 hours per week* to parallel the definition used in subsidy programs.
(iv) Does the center-based program or home offer care year round?	• Year round • School-year only • Summer only	• Year round • School-year only • Summer only	
(v) Does the center-based program or home offer before and/or after school care for school age children?	• Before-school • After-school	• Before-school • After-school	
(vi) What other schedules of care does the center-based program or home offer?	• Drop-in care – occasional, on-call child care • Evening care – *care available after 7:00 PM* • Overnight care	• Drop-in care – occasional, on-call child care • Evening care – *care available after 7:00 PM* • Overnight care	

What do you want to know?	Licensed Child Care Centers	Licensed Family Child Care Homes	Comments
	• Weekend care • Rotating schedule – *variable schedule*	• Weekend care • Rotating schedule – *Variable schedule*	
(vii) Is the center-based program or home a subsidized, contracted provider?	• Center has a California Department of Education contract (i.e. General Child Care and Development, Migrant Child Care, Campus Child Care, State Pre-school, Severely Handicapped, Latchkey) • Center has a Head Start contract • Center has a contract with another public entity, such as a city or county	• Family child care home is part of CDE Family Child Care Home Network • Family child care home is part of a Head Start contract	These subsidized, contracted providers have direct contracts to fund permanent slots for children. ***In January 2004,* State Preschool *programs will be coded separately.***
(viii) What languages do staff members at the center-based program or home speak when working with the children?	• English • Spanish • Chinese • Tagalog • Vietnamese • Korean • Other	• English • Spanish • Chinese • Tagalog • Vietnamese • Korean • Other	
Child Care Food Program (CCFP)	Does the center participate in the (CCFP), a state and federally funded program that gives financial assistance for nutritious meals	Does the home participate in the (CCFP), a state and federally funded program that gives financial assistance for nutritious meals	R&Rs will begin collecting this information in a standard way in January 2004.

In addition to these eight standard pieces of information (i-viii above), R&Rs collect county-specific information about their ECE and school-age supply. Talk with your local R&R about what additional information they have. Also, if there is information you need that is not collected by the R&Rs, talk to your R&R about working together to collect this information. For example, for eight counties (Alameda, Kern, Monterey, San Francisco, San Mateo, Santa Clara and Santa Cruz), data is available from the *California Child Care Workforce Study* on the characteristics of the ECE workforce. The Network and the Center for the Study of Child Care Employment would be happy to assist in describing how this information was obtained. However, it is important to budget resources for collecting new data.

Table 3-2. Early Care and Education Supply and Demand Additional Information Needed

Information Needed for Designated Geographical Area	Potential Sources of Data
What is the supply of early care and education for children ages 3 and 4 years? 1. How many 3 and 4 year-old children are programs currently serving? 2. How many vacancies do programs have for children aged 3 and 4 years?	• R&R enrollment and vacancy data • Local child care planning council "Needs Assessment" • Survey of licensed programs in the appropriate geographical area ▪ R&R databases have the list of licensed providers that should be used as the survey sample. R&Rs have relationships with the providers and can encourage their participation in the survey.
What are the rates charged for early care and education for children ages 3 and 4 years?	• R&R rate data • Local child care planning council "Needs Assessment" • *Regional Market Rate Survey (RMR) of California Child Care Providers*[1] • Survey of licensed programs (see above)
How many children ages 3 and 4 years are receiving subsidies?	• Alternative Payment programs can provide information on children receiving vouchers for child care services • R&R data on contract status of the child care program (CDE center, Head Start) • Local child care planning council "Needs Assessment" • Survey of licensed programs (see above)
What is the quality of services provided by ECE programs?	• R&R data • Local child care planning council "Needs Assessment" • Survey of licensed programs (see above) • National Association for the Education of Young Children on the accreditation status of ECE programs in the county; check the NAEYC website at www.naeyc.org/accreditation/default.asp • Early Childhood Environment Rating Scale Scores, if independently validated

[1] The RMR survey collects data on the rates charged by licensed child care centers and family child care homes. The State uses the data to establish reimbursement ceilings for a variety of voucher-based subsidized child care programs. The RMR was conducted by the California Child Care Resource and Referral Network (R&R Network) from 1989-2002.

Table 3-3. Web Links to Population Data – Formatted Reports

http://www.dof.ca.gov/html/Demograp/SF1profilesCP.htm

Summary File 1 General Profile 1 Persons by Race, Age & Sex; Households and Families by Race and by Type (By County)

http://www.dof.ca.gov/html/Demograp/SCDC_Products.HTM#viewdocs

To order:
Summary File 2: Summary of Specific Race/Ethnic Category by county
Summary File 3: Primary Profile 1: Age, Sex, Race, Marital Status, and Household Type by county

To view:
Summary File 2: Summary of Specific Race/Ethnic Category for California
Summary File 3: Primary Profile 1: Age, Sex, Race, Marital Status, and Household Type for California

http://factfinder.census.gov/servlet/DatasetMainPageServlet?_ds_name=DEC_2000_SF1_U&_program=DEC&_lang=en

View various detailed tables for Summary Tape Files 1-3

http://www.calmis.ca.gov/htmlfile/subject/DP2000.htm

Easy way to download U.S. Census County Profiles from the Summary Tape Files 1-3
Table DP-1 Profile of General Demographic Characteristics: 2000
Table DP-2 Profile of Selected Social Characteristics: 2000
Table DP-3 Profile of Selected Economic Characteristics: 2000
Table DP-4 Profile of Selected Housing Characteristics: 2000

Section 4:

Estimating the Local Cost of Preschool for All

Susan Muenchow, Irene Lam, and Hemmie (Jee) Wang
American Institutes for Research

Stacie Carolyn Golin, Ph.D.
Institute for Women's Policy Research

Anne Mitchell
Early Childhood Policy Research

Introduction

The goal of this section is to offer a practical method to estimate the cost of implementing Preschool for All at the local level, such as in a county, city, or school district. It is important to stress that this approach is designed to capture the potential range of preschool costs; it does not constitute a recommendation for a state reimbursement. Put another way, the local cost of a preschool program space, or slot, is not necessarily the same as the cost the state will incur. In practice, the cost of making quality preschool accessible to all is likely to vary considerably in different parts of the state, as well as depending upon the service deliverer. Thus, even if California already mandated the provision of universal access to preschool and provided a standard per-child reimbursement equivalent to that for kindergarten, it would still be important for communities to estimate the cost of implementing the service locally. This section will describe one potential strategy for determining the cost of Preschool for All and will include a possible phase-in scenario; Section 5 will explore potential financing mechanisms.

Basic Approach

This section begins with a brief description of potential policy parameters for Preschool for All in California, which we will use as working assumptions for the model. We then provide an overview of our proposed method and the model's components. Next, we describe how planners could adapt the model to the county level in California, suggesting data sources where appropriate. Finally, we offer an example of how the model can be used to estimate the cost of Preschool for All in a California county with a population that is culturally and linguistically diverse.

Program Elements for First 5 Preschool for All

The proposed program elements set forth in the First 5 Preschool for All Demonstration Projectt criteria mirror the recommendations in the Superintendent's Universal Preschool Task Force Report in 1998 and in the School Readiness Workgroup Recommendations of the State Master Plan for Education in 2002. The program elements are as follows:

- Preschool should be free to all four-year-olds (and, eventually, to all three- and four-year-olds), voluntary, and offered for at least one-half day during the regular school year (e.g., 3.5 hours for 175 days or a full year equivalent of 2.5 hours for 245 days).

- Every classroom should have a master teacher with a Bachelor's degree in early childhood education or child development, or with a bachelor's degree in another subject and 12 units of early childhood education or child development, within five years, and an Early Education credential within 10 years.

- Staff-to-child ratios should adhere, at a minimum, to professional standards of the National Association for the Education of Young Children. For preschool-age children,

this means a minimum of one staff person for every 10 children, with a maximum group size of 20. California's State Preschool Program and Title 5 General Child Care and Development Program currently require a 1:8 staff-child ratio and a maximum class size of 24, and these standards would continue to apply to classrooms that do not have a teacher with a Bachelor's degree. Only classrooms with a lead teacher with a Bachelor's degree in an appropriate field should have the option to move toward the research-based alternative of 1:10.

- Preschool should be provided in appropriate facilities that are clean, safe, accessible, inclusive, licensed, and equipped with sufficient, developmentally appropriate materials.

- Preschool services should include children with disabilities and other special needs (at least 17-23% will have a special need, and/or 10% will have disability as certified by an Individual Education Plan).

- Preschool will take place in a variety of public and private settings that meet the new Preschool-for-All standards. These settings may include existing State Preschool and General Child Care programs located on or off school sites, Head Start, other licensed child care centers, and networks of family child care homes.

- Preschool will be a viable option for all families by providing connections to full-day, full-year services when needed, either by embedding the preschool program in a full-day program or by providing linkages to other early care and education providers for wraparound services.

Overview of the Model

The basic approach we propose for estimating costs involves adapting a model originally developed by the Institute for Women's Policy Research (IWPR) and Early Childhood Policy Research (ECPR) for states to estimate the cost of implementing universal preschool. Much of the methodology used in the IWPR/ECPR model can be applied to the development of local cost estimates. It is designed so that users may rely upon available data sources, thereby not requiring extensive new research. The model assumes that the majority of costs related to program implementation will be upgrading early education teachers, both in terms of professional development and compensation. In addition, the model assumes that investments will not only be made at the program level, but also at the systemic level, helping local jurisdictions support preschool programs with funds for professional development, quality assurance, and supply maintenance. However, because the model was originally designed to estimate costs at the state-level, some data sources originally suggested by designers do not include information specific to the county, city, or school district level. To use this model at the local level, therefore, requires some additional research. And as with other jurisdictions that have used this approach, some model modifications have been made.

The IWPR/ECPR model is composed of two categories, **direct service costs** and **infrastructure (or indirect) costs.** The direct service costs, as outlined in *The Price of School Readiness: Estimating the Cost of Universal Preschool in the States: A Tool for Researchers, Advocates*

and Policymakers (Golin & Mitchell, forthcoming), include an estimated per-child-hour unit cost to a specific early care and education program to provide children preschool at a standard set forth by early childhood experts. In the case of the First 5 plan, this would mean the cost of compensating teachers appropriately for meeting Preschool for All standards as outlined above. The per-child-hour cost also includes non-personnel costs such as occupancy, administration, insurance, classroom materials and furniture, and other costs associated with direct service. Infrastructure costs, as outlined in the above document (Golin & Mitchell, forthcoming), include adequate funds for:

- Professional development to ensure the availability of qualified teachers;
- Technical assistance and consultation to preschool providers and teachers;
- Monitoring for program quality assurance (such as additional inspectors);
- Evaluation and child assessment (which in California includes ensuring the full implementation of the Desired Results System, including both developmental profiles of children and third-party evaluation to monitor program quality through the Early Childhood Environmental Rating Scale (ECERS) and Family Day Care Rating Scale (FDCRS);
- Facilities renovation and/or construction (with an emphasis of ensuring that construction take place in areas with the greatest need); and
- Administration or governance.

Recognizing that investments in infrastructure will be essential to the successful implementation of Preschool for All, and that these components will require statewide direction and support, First 5 California will reserve 10 percent of its $100 million for Preschool for All Demonstration Grants to address these infrastructure needs. However, these infrastructure components wil be addressed only briefly here. As part of a statewide cost estimate project being conducted with assistance from the David and Lucile Packard Foundation, work is underway to estimate the infrastructure costs as they relate to workforce development, and references to this methodology will be shared in future additions to the Toolkit. The primary focus of this section, therefore, is on the direct service costs likely to be encountered by preschool implementers locally. The next section describes the steps necessary to conduct the cost estimate and demonstrate how this method can be applied to a sample county.

A Guide for Using the Proposed Cost Estimate Strategy at the County Level

The following steps take users through the proposed strategy for estimating the cost of preschool at the California county level. Because the IWPR/ECPR model is designed to be flexible to allow changing program parameters, users have the option of making a number of different decisions regarding the information they enter into the model. The steps below represent how we propose program planners and other stakeholders could use this approach, however we will note when

users have options to incorporate alternative data sources or decisions about various model inputs.

Stage 1: Assemble a Workgroup

We suggest that the first step is to assemble a workgroup to advise the cost estimate process. The workgroup should meet periodically to help provide information that is not easily available through existing data sources and to review estimates as the process unfolds. This workgroup should include core members from the following organizations or agencies:

- County Office of Education,
- School District(s),
- Child Care and Development Planning Council (LPC),
- Child Care Resource and Referral, and
- First 5 School Readiness Program.

In addition, the workgroup should seek input, including existing budgets, from the coordinators or directors of existing early care and education programs who would most likely offer Preschool for All. These include:

- State Preschool,
- Head Start,
- General Child Care and Development Program (Title 5),
- Licensed center care (Title 22), perhaps accessed through local affiliate of California Association for the Education of Young Children,
- Family Child Care Network (Title 5) and licensed family child care, as accessed through local Family Child Care Association.

Stage 2: Determine the target population and estimate the number of children most likely to be served in the new program, as well as how much service those children will need.

The next step is to determine which children will be served in the local Preschool for All program, how many of those designated will most likely enroll, and whether those children will participate in Preschool for All in a full-year or school-year program. The Universal Preschool Task Force Report, the California Master Plan for Education, and the First 5 Preschool for All Demonstration Grant criteria all envision that preschool will eventually be accessible to all three-

and four-year-olds in California. Nevertheless, recognizing the current budget crisis, the phase-in of Preschool for All is most likely to begin with priority for four-year-olds. Therefore, while the cost estimate model could easily be adjusted to include three-year-olds, for purposes of this exercise, we will assume that the program will be limited to four-year-olds.

Stage 2. Step 1. Estimate the number of children who will most likely enroll in preschool

While we suggest that users assume all four-year-olds will be eligible for Preschool for All, we do not think that all four-year-olds will participate. We, therefore, recommend that users estimate the number of participating children. Estimating participation is actually a two-step process. To determine the number of children who will most likely enroll in the program, users should first estimate the total size of the target population, which in this case is all four-year olds in a given county. To determine the total number of four-year-olds in a county or city, we suggest that users consult the 2000 Census. Decennial data include single age counts of residence in local areas such as counties, cities, and at the block level. In some cases, users will want to determine program costs at the school-district level. In this case, users can either rely on block-level decennial data or school district data. To determine the total number of four-year-olds in a school district, we suggest users look up the California Department of Education website, find the number of children in kindergarten in each school in the district, and assume that there are approximately the same number of four-year-olds. The actual number of four-year-olds will of course be different than the number of kindergartners, but if users do not have access to block-level Census data, we think this is a good proxy.

Once general population estimates are made, users should then determine a participation rate. If preschool were free and available to all four-year-olds in California, "the participation rate would most likely be high, but not 100 percent" (Golin and Mitchell, forthcoming, p. 26). "Not all parents will want their children to be in preschool" (Golin and Mitchell, forthcoming, p. 26). Thus, it is important to make the distinction between population size and participation.

Users have a number of options for estimating likely participation rates. One method, according to Golin and Mitchell (forthcoming), is to consult nationally collected data. For example, the U.S. Department of Education Statistics reported that in 2000, 65 percent of four-year-olds were in a "preprimary" program, such as nursery school or pre-kindergarten (2001). While these data are indeed useful, they do not directly address the type of universally accessible program proposed for California.

Another option, suggested by Golin and Mitchell and others, is to examine participation in comparable preschool programs across the country as a way to estimate participation in Preschool for All. For this exercise, we recommend using the participation rate from Georgia, the only state that has so far made preschool free and available to all four-year-olds. In the Georgia Universal Pre-K program, 70 percent of all four-year-olds are in the state Pre-K program or in Head Start (Schumacher, Greenberg, and Lombardi, 2001). We, therefore, suggest that local cost estimates assume a minimum participation rate of 70 percent for four-year-olds. However, in California, some counties already have a high participation rate of children in structured early learning programs, and in those cases, participation may be higher. It is also likely that, if preschool were free and combined with a school readiness initiative to conduct outreach to

encourage enrollment, the participation rate would be even higher in neighborhoods surrounding low-performing schools.

By this step in the process, users should have determined how many four-year-olds are in their locality and how many would participate. For example, if a county has 5,000 four-year-olds, a 70 percent participation rate would mean that 3,500 four-year-olds would most likely enroll in Preschool for All. In a later section, we will address how to incorporate those children into the program when we address our suggestions for Preschool for All implementation.

Stage 2. Step 2. Estimate the number of children that will most likely be served by various service durations

The next step is to estimate how many children will most likely receive preschool in a part-day, part-year arrangement and which will likely receive preschool in a full-day, full-year arrangement. Preschool for All will most likely be available in a number of early education settings. Therefore, model users will most likely need to estimate the percentage of children who will receive services in each type of setting, as this could affect the costs of implementing the program locally, even if the state reimbursement is the same statewide.

The First 5 California Preschool Demonstration Grants will provide funding for a total of 612.5 hours per year. In the case of preschool in a school-year program, service duration would equal 3.5 hours per day, 175 days per year. In the case of a full-year arrangement, service duration would be 2.5 hours per day for 245 days. Given current budget deficits in California, public funds for preschool will most likely be limited to these part-day scenarios. Nevertheless, First 5 recognizes that many families will need access to extended day, extended year services either as a part of the same preschool program or in the form of wrap-around services that are convenient to the preschool setting.

There are several options for estimating the number of children whose families would choose school-year preschool programs, or full-day, full-year early care and education programs that include a Preschool for All component:

- One option is to conduct a thorough survey of families regarding their preferences, as is planned in San Mateo County and described in Section 3. When this survey methodology is available, it will be included in this Toolkit. We recommend the survey approach as the best way to estimate usage. However, many counties may not have the funds or resources to conduct such a survey.

- Another option, according to Golin and Mitchell (forthcoming), is to review current early care and education participation data and to assume that the current patterns of usage of full-year and school-year settings for four-year-olds will continue as the total enrollment in preschool increases. For example, Head Start Program Information Reports contain data on the number of children in Head Start programs, child care resource and referral agencies tracks the early care and education supply (though not actual enrollment) by age group, and the California Department of Education and local educational agencies have enrollment data on children in State Preschool and General Child Care and Development programs. If one county, for example, has 30 percent of four-year olds in part-day Head

Start, 20 percent in part-day State Preschool, and 50 percent in full-day child care centers or family child care, model users could assume that 50 percent of four-year-olds would be in part-day, part-year programs and 50 percent would be in full-year programs. One drawback to this method, according to Golin and Mitchell (forthcoming), is that these types of data do not account for children who are in more than one arrangement, such as a part-day preschool during the morning, a family child care home in the afternoon, and parks and recreation program in the summer. Furthermore, in cases where families use multiple arrangements, it is not clear whether they do so because they prefer this package of arrangements or simply because that is the only choice available.

- Another option Golin and Mitchell suggest is to use parents' employment patterns to estimate program duration categories. If all parents present work or go to school, one could assume that children need preschool full-day, full-year services. If at least one parent in the household is not working or going to school, then one may assume that part-day, part-year services would suffice. Finally, if parents work part-time or irregular shifts, they may prefer a part-day, full-year program. Unfortunately, while we think this would be the best method to estimate the demand for part- and full-day arrangements, it is quite difficult to find this level of detail about parent employment patterns at the local level. One possible potential source of data could be Census micro data that will be made available later this year.

Given the limitations of data at the local level, we suggest that model users use a combination of county-level information from the Census regarding the percentage of children birth to 5 with working parents (See www.census.gov, Summary File 3, Table P46) and current participation data as collected by local child care resources and referral agencies, school districts, and Head Start agencies. Users would then assume that, at least during program implementation, the proportion of children in full-year and school-year arrangements would remain the same. However, we recognize that as Preschool for All becomes more widely available participation patterns could shift.

Stage 3: Estimate the cost to local program to provide Preschool for All

Once users have determined the number of children participating in the program and where they will most likely be served, the next step is to determine direct program costs. As we mentioned above, our approach assumes that direct costs to programs to provide Preschool for All would include the additional cost of procuring and compensating teachers with qualifications comparable to those of kindergarten teachers in public schools, procuring and compensating directors with qualifications comparable to those found in public schools (e.g., principals), and providing adequate funding for non-personnel items including occupancy, classroom materials, insurance, and utilities.

Our approach assumes that Preschool for All will be built upon the existing supply of early care and education programs, including the State Preschool Program, the General Child Care and Development Program, Head Start, other licensed center care, and family child care home

networks – assuming these programs are interested in and willing to meet the Preschool for All standards. Therefore, the model assumes that program slots in some existing ECE settings will be "upgraded" to provide services at the levels described above to children already in the early care and education system, as well as to serve new children when spaces already exist in qualified programs. At the same time, in neighborhoods where there is little appropriate preschool or other structured early education, new slots adhering to Preschool for All standards will be created.

Stage 3. Step 1. Develop Budgets to Estimate Direct Costs

We suggest that users estimate direct costs based on developing "proxy budgets" to account for current costs of providing service in various early educational settings and gauging how those costs would change in order for programs to provide the standard of preschool service described above. Because most localities will not have the means to implement a full "cost of quality" early education study, we recommend this approach, which allows users to incorporate available data on various programs in a way that "captures" realistic estimates of current program costs and potential preschool costs.

Our strategy requires that users develop two separate budgets across a variety of programs. We suggest for purposes of estimating costs that users select major programs that are most likely to provide preschool within their local setting. For example, these might include State Preschool, Head Start, Child Care and Development programs meeting Title 5 standards, family child care homes that are part of networks that meet Title 5 standards, and licensed child care meeting Title 22 regulations. If these are all viable options within the local setting, two budgets would be designed for each of these programs, totaling 10 different budgets. It is important to note, however, that selecting these programs does not suggest that Preschool for All could not be served in other types of programs, such as nursery schools. This is simply an exercise to capture the most prevalent range of costs.

The first set of budgets for each program should try to capture the current program expenditures based on current standards. To construct the "current" or "before" budget, users should build upon generally recognized staffing patterns and compensation (including benefits coverage). In addition, budgets should include non-personnel items such as occupancy and administration. The following are some suggestions for contacting agencies that can help users gain access to vital information.

- To develop a "Before Preschool for All" budget for a State Preschool Program, contact the County Office of Education preschool coordinator and the preschool administrative director for the school districts for which cost estimates are to be developed. Ask them to provide actual budgets for State Preschool programs, including personnel and non-personnel, and with information about the staffing patterns, hours and days of service, staff compensation, and number of children served. Also ask them to provide information on in-kind contributions, such as reduced cost of occupancy or maintenance. Ask the same sources for information about General Child Care and Development Programs. Because both State Preschool and General Child Care are contracted

programs that must meet Title 5 standards, the administrators overseeing State Preschool usually can provide assistance in locating budget information on General Child Care programs as well.

- To develop a "Before" budget for Head Start, use the Head Start Program Information Reports for the program(s) in the county, city or school district for which the cost estimate is being developed. These are available from the Department of Health and Human Services, Administration for Children and Families, Head Start Bureau. For purposes of determining the cost, include only the education component of Head Start. That is, include all of the personnel involved with delivering education services, such as the program director, education coordinator/manager, and teaching staff. But do not include that portion of the budget spent on health or other comprehensive services, such as the health services coordinator/manager and the family services/community partnership coordinator/manager. Again, also ask about the in-kind contributions the program receives that might not be available to all programs if Preschool for all were implemented on a large scale.

- To develop a "Before" budget for a child care program meeting Title 22 standards, there are several possible sources of information. Ask the members of the Workgroup to help collect sample budgets from licensed early care and education programs serving preschool age children. Also, consult early care and education staffing studies to look for the average or median salary for various positions. The Center of the Study of the Child Care Workforce has conducted studies on the qualifications and compensation of the workforce in eight California counties. These reports are available on the California Child Care Resource and Referral Network website: www.rrnetwork.org. Or Contact Marcy Whitebook at mwhbk@uclink.berkeley.edu for more information.

To develop "Preschool for All" or "after" budgets, users should assume that the primary cost difference will be in areas of compensation for personnel meeting new Preschool for All standards (e.g., a Bachelor's degree for teachers). In some cases, labor costs will not only rise because of increased salaries but also because of required staffing changes. For example, Title 22 child care centers are currently required to have a 1:12 adult to child ratio. Under Preschool for All, the ratio will have to be lowered to 1:10 (or 1:8, as described below). These programs, therefore, will have to hire new staff to cover the lower ratio. To gather information to design "preschool" or "after" budgets, we recommend the following:

- To find out the median or, if that is not available, average kindergarten teacher salary, contact the school district(s) in the area.

- As indicated in the Preschool for All Principles above, staff-child ratios must meet one of two patterns – either the current Title 5 requirement for a 1:8 adult-child ratio with a maximum class size of 24, or a research-based alternative, which is a 1:10 ratio with a maximum class size of 20 after the teachers have bachelor's degrees and meet other Preschool for All criteria. In this section, we have based the sample cost estimate on the latter approach because it is more consistent with national accreditation criteria, the State Master Plan for School Readiness Work Group recommendations, and California's policy

on class size reduction. However, programs would certainly be encouraged to exceed the ratio by recruiting parents and other volunteers. In addition, our estimate also includes an additional staff member of "floater" to be shared across three preschool classrooms. Another cost component for consideration is staff time for professional development days.

In addition, when developing budgets it is important to try to ensure that all salary data used in the budgets is standardized by year. If this is not the case, users may have to use a Consumer Price Index to standardize the years of data.

Although the increased labor costs will most likely represent the largest increase in the cost of service, we also recommend adjusting the non-personnel costs to take into account in-kind contributions such as donated space or reduced occupancy costs, because these items may not carry over in the case of large scale implementation.

Stage 3. Step 2. Calculate the Per-Child-Hour Unit Cost

The next step is to calculate the per-child-hour cost. There are two strategies to do this: one for estimating the cost of upgrading existing early childhood spaces, and a second for estimating the cost of creating a new space. To estimate the cost of creating a new space, we recommend using the "after" or "Preschool for All" cost of the State Preschool program. This is because once existing spaces are upgraded to meet the new preschool requirements, the cost of providing preschool in all programs should be standardized. To calculate this cost, we suggest the following strategy:

For a "new" space:

a. Refer to the State Preschool program budgets and calculate an annual per child cost for the "after" budget.
b. Divide the annual per-child cost by the number of hours of State Preschool program operation for the year. This should be the number of hours the program serves children per year.
c. This per-child-hour unit based on the "after" budget could be used as the cost of a new slot.

For estimating the cost of upgrading existing early childhood spaces in full-day programs to meet new Preschool for All standards, there are two options:

Option 1:

IWPR/ ECPR recommends that for full-day, full-year programs, the per-child-hour direct program cost should reflect the current cost of providing service in an existing early care and education program for the annual number of Preschool for All hours (in this case 612.5 hours) PLUS the cost of upgrading the whole program to enable providers to deliver Preschool for All-level quality. The logic is this: Although Preschool for All will only be provided for 612.5 hours,

program providers, particularly those in full-day, full-year programs, would be unable to improve their programs for only part of the day. Thus, the cost estimate must incorporate the full duration of the program. If this option is selected, users should then be able to calculate this rate in the following way for each early childhood arrangement included in the estimate.

For an "upgraded" preschool space in a full-day program:

a. Calculate the per child annual cost for each "before" and "after" budget.
b. Subtract the "before" budgets from their "after" or Preschool for All counterparts. This should provide a cost differential for each program.
c. Transform the difference into a per-child-hour cost by dividing it by 612.5, the total number of Preschool for All hours per year.
d. Then, take the "before" annual per child cost and divide that number by the total number of hours the program currently operates per year. This represents the per-child-hour cost of the current program.
e. Add the per-child-hour cost for upgrading the slot to the current per-child-hour cost. This represents the full cost of paying for one existing slot of Preschool for All in an existing full-day early education program.

Option 2:

Another approach is to assume that the new Preschool for All per-hour cost will only include the cost of upgrading the preschool portion of the day, and to assume (1) either that the additional costs associated with a full-day program will be borne by other funding sources, or (2) that the program will be configured so that lesser trained, less expensive staff are employed to cover the additional hours, with the Bachelor degree staff assigned to more than one group of children during the day.

It is important to note that the cost of upgrading the State Preschool Program and General Child Care and Development (Title 5) to meet new Preschool for All Standards also must take into account that the current state reimbursement in many areas of the state does not cover the cost of the program even at the current standards. In our sample county below, the State Preschool reimbursement covered approximately ¾ of the cost of the program at current standards, and the General Child Care and Development Program reimbursement covered only about 2/3 of the cost of the program. Providers pay for the difference only by receiving in-kind contributions, such as reduced price or free space to operate the program.

See Appendices 4-1 through 4-3 for an example of a cost estimate of upgrading a current State Preschool Program, a General Child Care and Development Program, and a Head Start Program to meet the proposed Preschool for All standards in a sample California County. For purposes of this exercise, the per-child cost of upgrading centers meeting Title 22 licensing requirements, or for family child care homes, was assumed to be the same as the per-child cost of upgrading a center meeting Title 5 standards. Currently, the Title 22 standards are less stringent than Title 5

standards. Nevertheless, our research indicates that the market rate for preschool child care meeting these lesser standards appears to be higher than the existing state reimbursement for programs required to meet Title 5 standards.

Stage 3. Step 3. Assigning Unit Costs to children

Once users calculate the full cost of upgrading a slot in an existing early education program and the cost of a new slot, the next step is to assign these costs to the estimated number of participating children. In general, and given the limitation of data at the local level, we recommend assigning children based on current usage patterns. For example, if 30 percent of four-year-olds in a given county are in a Head Start program, 30 percent should be assigned the per-child-hour cost of receiving preschool in a Head Start setting. Although usage patterns may change once the Preschool for All program is fully implemented in a community, we recommend this approach as the most straightforward way to begin.

The next step is to determine whether children will be able to be placed in an existing slot or a new slot. The strategy that we recommend for determining this is to base estimates on current data collected by Child Care Resource and Referral agencies. As noted in Section 3, these agencies collect data or have data on the number of early care and education "slots", including State Preschool, Head Start, private centers, and family child care, not the actual number of children enrolled.

To obtain this data, we suggest that users first consult the most recent California Child Care Portfolio produced by the California Child Care Resource and Referral Network to find county-specific data on the total number of preschool center slots in the county for children, and the total number of family child care slots.

Since the slots cover the age group 2-5, not specifically four-year-olds, ask the Advisory Group to help estimate the proportion of slots used by each age group. For example, in a sample that we use to present an example of how the model could be implemented, as presented below, the providers estimated that the preschool center programs served approximately the same numbers of two-, three- and four-year-olds, and they also were able to estimate the percentage of family child care slots available to four-year-olds. Once you have an estimate of the number of slots, ask the Child Care Resource and Referral Agency to assist in determining the vacancy rate.

The final step is to determine an implementation strategy. According to the IWPR/ECPR model, one viable strategy is to assume that a universally accessible preschool program would take about 10 years to implement. In addition, First 5 California Preschool for All Demonstration Grant criteria require implementing the program first in school districts which have elementary schools with low API (first three deciles) scores. These are the same schools that are eligible to apply for First 5 School Readiness grants. To determine the districts in which these schools are located, consult the California Department of Education website which contains a list of schools and their API scores. (http://api.cde.ca.gov/api2002base/). Additional information on the demographics of the schools (percentage of children eligible for free or reduced price lunch, percentage of English language learners) is also available for these schools. Our first suggested scenario is to phase in Preschool for All beginning in neighborhoods surrounding low API

schools in the first three years, then expand to the rest of the school district or districts in years 4 and 5, and finally extend services to the county as a whole in years 6-10. However, this is only one possible scenario, and the model can be adjusted to cover many other phase-in strategies.

As indicated in Section 3, a similar, though more in-depth method for informing the phase-in scenario is being developed in Los Angeles County in conjunction with its Master Plan for Preschool for All. Using the four weighted variables of unmet need, elementary school API scores, maternal employment and family income, displayed in a series of geo-coded maps, the planning group, led by Dr. Karen Hill-Scott, is targeting specific zip codes for priority deployment of resources. A fifth variable, the prevalence of children that are both English language learners and also not fluent in their home language, is under consideration once zip-code level data on this population is collected.

Stage 4. Put it All Together

The final phase of the model puts together the program parameters, annual take-up rate, and estimated unit costs to calculate annual estimated costs for each implementation year of Universal Preschool for All. To complete this phase, users should input the above estimates into the following formulas:

For children assigned to State Preschool program, use the following formulas:

a. (Estimated annual number of four-year-olds served in a Public Preschool program) * (per-child-hour-unit cost for an upgraded slot) * (612.5 hours)
b. (Estimated annual number of new four-year-olds to be served in a Public Preschool program) * (per-child-hour-unit cost for a new slot) * (612.5 hours)

For children assigned to a Head Start program, use the following formulas:

c. (Estimated annual number of four-year-olds served in Head Start program) * (per-child-hour-unit cost for an upgraded slot) * (612.5 hours)
d. (Estimated annual number of new four-year -olds to be served in a Head Start program) * (per-child-hour-unit cost for a new slot) * (612.5 hours)

For children assigned to a full-day, full-year early care and education program, use the following formulas:

e. (Estimated annual number of four-year-olds served in a full-day, full-year program) * (per-child-hour-unit cost for an upgraded slot) * (612.5 hours)
f. (Estimated annual number of new four-year -olds to be served full-day, full-year program) * (per-child-hour-unit cost for a new slot) * (612.5 hours)

Stage 5: Adjusting for Inflation

Another issue to consider is adjustment for inflation. Costs will most likely change during the years of program implementation. One way to estimate this change is to estimate inflation increases based on information from an outside economic analyses. For example, the Congressional Budget Office (CBO) will often generate reports that estimate future changes in inflation. If for example, the CBO estimated that the inflation rate would increase about 2.5 percent every year for the next ten years, annual estimates could be adjusted by 2.5 percent. The actual formulas would be the following (assuming Year 1 would not need an inflation adjustment):

Year 1= no adjustment

Year 2= (annual estimate) * (.025)

Year 3= (annual estimate) * $(.025)^2$

Year 4= (annual estimate) * $(.025)^3$

And so on.

An Example of a County Cost Estimate

County X is a small, densely populated region with a diverse population where almost half of the children speak languages other than English. In many ways, the county has a relatively strong supply of early care and education programs, with a well-established State Preschool program as well as Head Start, center and family child care, and an active Child Care and Development Planning Council and Child Care Resource and Referral Agency. Nevertheless, the cost of these services is one of the highest in the state, and many families who cannot afford the full price of quality preschool or other early care and education services are currently ineligible for publicly supported programs.

Estimated Need

Table 4-1: The Estimated Need for Preschool in County X*	
Total Population of Four-Year-Olds In County	9012*
Projected Number of Participating Children at Full Implementation	6464**
Projected Number of Children Who Will Need 3.5 Hours of Service, 175 Days Per Year (or 2.5 Hours of Service, 245 Days Per Year)	2586***
Projected Number of Children Who Will Need Preschool Embedded in or Linked to Full-Day, Full-Year Service ((8-11 Hours of Service, 245 Days per Year)	3878***

*Population estimate based on 2000 Census data, Summary Tape File 3.

**Participation rate estimated at 72%, including 80% in the neighborhoods surrounding low API schools and 70% in the remainder of the county.

*** Need for part-day vs. full-day (40% vs. 60%) based on current distribution of part-day and full-day settings from Resource and Referral data and estimated percentage of children birth to 5 living with two employed parents or an employed single head of household.

Estimated Direct Costs

We designed two sets of proxy budgets – **Before Preschool for All** and **After Preschool for All** for three types of programs likely to deliver preschool services – the existing State Preschool Program, the General Child Care and Development Program, and Head Start. As more information about the First 5 Preschool for All Grant criteria become available, we plan to add an additional set of budgets for family child care homes. For this exercise, however, we assume that the per-child costs for family child care would be the same as those for centers participating in Preschool for All. The following summarizes the characteristics of each potential program setting:

- **State Preschool Program**: Usually a part-day, part-year program that emphasizes preschool education and must meet Title 5 standards (See Table II-3). These include a 1:8 staff-child ratio, a maximum group size of 24, and at least one teacher per class with a minimum of 24 units of Early Childhood Education or Child Development and 16 general education units. California Department of Education (CDE) contracts with local educational agencies, colleges, community action agencies and private-non-profit agencies to provide the service. Although the pattern varies, many State Preschool Programs operate two sessions per day.

- **General Child Care and Development Program**: Typically a year-round program for up to 10 hours per day. This program must meet the same Title 5 standards as the State Preschool Program. CDE contracts with either public or private agencies or local educational agencies to deliver the services in ***centers*** and ***family child care home networks.***

- **Licensed Child Care**: A center-based child care program that operates 11 hours per day and must meet California Child Care Licensing Requirements (Title 22). These include a 1:12 staff-child ratio. Minimum teacher qualifications are 12 units of Early Childhood Education or Child Development or a Child Development Associate certificate. "Small family child care home" generally means a home that provides child care for up to six – eight children, depending upon the age of the child and including the provider's own children under age 10. "Large family child care home" generally means a home that provides family child care for up to 12-14 children, depending upon the age of the child

and including the provider's own children, with two adults available to provide care and supervision at all times.

- **Head Start**: Typically a part-day, part-year program with education, health, medical, dental, nutritional and mental health services. However, for purposes of the budgets below, we only include the costs associated with the educational component. It is assumed that the costs of comprehensive services would remain the same, and that any added costs associated with implementing Preschool for All in Head Start would be associated with the educational component.

The first set of budgets was constructed to represent an "average" program, with actual county data used for the specifics. State Preschool teacher salaries came from the County Office of Education and school-based State Preschool programs; Head Start teacher salaries came from Head Start Program Information Reports; and General Child Care teacher salaries came from school district coordinator of the program. We circulated these budgets to various early care and education experts in the county to obtain their input and to ensure that that they were reasonable; then the costs were converted to per-child-hour units. Please note on the budget pages for our sample county in the Appendix that the actual cost of the State Preschool and General Child Care programs, even under existing standards, exceed the current state reimbursement rate.

The second set of budgets was constructed to represent the cost for each program to adhere to the Preschool for All standards. These budgets were constructed assuming increases primarily in personnel costs. Funding was added to ensure that each program had the following:

- At least one teacher with a Bachelor's degree in early childhood education or child development in every preschool classroom for at least 612.5 hours (3.5 hours for 175 days, or 2.5 hours for 245 days), with salary and benefits comparable with those of public school kindergarten teachers. In our sample county, the Head Start program already pays teachers who have the above qualifications $37,000, or slightly more than the $35,000 median kindergarten teacher salary for 2002-2003 plus benefits. Hence, we used the Head Start salary for teachers with Bachelor's degrees to estimate costs.
- A second teacher in each class with an Associate's degree in early education or child development for at least 612.5 hours, with a salary 80% of that of the teacher with a Bachelor's degree.
- A program director paid according to the district's average elementary school principal salary.
- For programs with at least one teacher in each class with a Bachelor's degree in early childhood education or child development, a staff-child ratio of no more than 1:10 and a class size of no more than 20, in accordance with the accreditation criteria of the National Association for the Education of Young Children and the class size recommendations of the State Master Plan for Education School Readiness Work Group. (Under the Preschool for All Demonstration grants, the current 1:8 ratio would still be required for classrooms that did not have teachers with Bachelor's degrees, including portions of the day in the full-day program in our sample county estimate.)

Generally, non-personnel costs represent no more than 25% of a non-profit child care budget (Helburn, 1995 cited in Golin and Mitchell, forthcoming), and we assume that the same principle applies to other early care and education settings. However, because of the high costs of occupancy and insurance in this particular sample Bay Area county, which has the fifth highest market rate for preschool center care in the state, we also increased the budget for non-personnel costs in State Preschool and General Child Care and Development from $1,500 to $2,000 in a part-day program, and from $3,000 to $4,000 in a full-day program. This was also done to help account for the in-kind contributions that might not be available to all programs were Preschool for All implemented on a large scale.

Table 4-2 below summarizes the direct unit costs of upgrading the existing State Preschool, General Child Care and Development Program, and Head Start (education component only) to meet Preschool for All standards; more detail on the "before" and "after" budgets for each program is available in Appendices 4-1 through 4-3. Once existing slots in the programs have been upgraded to meet the new standards, we assume that new slots in all programs will be purchased at the new State Preschool rate.

Table 4-2: Estimating Direct Unit Cost of Providing Preschool in County X*

Program	Preschool for All Costs: The Cost of Operation plus improvements for 612.5 hours (per-child-hour)	Current Annual Allocation for 612.5 hours (per-child-hour)	Difference in Costs (per-child-hours)
State Preschool	$4,761 ($7.77)	$3,143 ($5.13)	$1,618 ($2.64)
General Child Care and Development Program (Title 5)[2]	$4,911 ($8.02)	$1,567 ($2.56)	$3,344 ($5.46)
Head Start	$5,375 ($8.78)	$4,806 ($7.85)	$ 569 ($.93)

* Note: Total cost estimates may be affected by the rounding of per-child-hour costs.

Implementation Time Frame: Estimated Cost of Preschool for All in County X

The Implementation Time Frame below provides one possible scenario for phasing in Preschool for All in the sample county. Essentially, the implementation would begin with upgrading existing early care and education programs, replacing parent fees for the preschool hours, and establishing new preschool spaces in the neighborhoods of 8 low API schools in one district, and then spread out to the remaining schools in the district. Then the program would be implemented in neighborhoods surrounding three low API schools in a second school district.

[2] In order to determine the weighted cost of providing Preschool services in a Title 5 child care program for 2.5 hours, multiply the Preschool portion of the day (2.5 hours) and the proportion of "After Preschool Upgrade" cost per child year to the current annual reimbursement rate (in our example, $12,205/$6,894 = 1.77). The product (4.43) is the adjusted, weighted portion of the day used to calculate the cost of providing 2.5 hours of Preschool services. In our example, to determine the cost per child Preschool day after the Preschool upgrade:

Preschool cost per child year/Number of days in a full year * Weighted Preschool portion of the day
$12,205/245 * (2.5/11)*($12,205/$6,894) = $20.04.

To determine the cost per child Preschool hour after the Preschool upgrade:

Preschool cost per child Preschool day/Number of Preschool hours
$20.04/2.5 hours = $8.02 per Preschool hour

Within 10 years, Preschool for All would be implemented countywide. A description of the year-by-year roll-out of the program is included below.

Table 4-3 summarizes the costs of new and upgraded slots. As indicated in the year-by-year tables, upgrading would take place in a variety of settings, including existing State Preschool programs, Head Start, Child Care and Development Programs, other center-based programs, and family child care. Because all new slots are assumed to have the same cost, we did not attempt to estimate the distribution of new slots in this exercise.

First 5 Preschool for All grant criteria currently limit family child care participation to family child care networks. However, recognizing that there is currently only one family child care network in our sample county, and that the county planning group expressed interest in participation by large family child care homes, we used large family child care homes as a substitute for family child care networks. For purposes of estimating the number of homes eligible for upgrading under Preschool for All, therefore, we obtained data from the Child Care Resource and Referral agency on the number of 4-year-olds being served in large family child care homes. Based on a workforce study conducted in the county, we then factored in the percentage of large family child care homes with at least one provider with a Bachelor's degree.

Year One Estimate

Because our sample county already has spent considerable time planning for a universal preschool program, only year one is reserved for planning. This will include assessment of the status of facilities and workforce development in a county with 8 low API schools in one school district, and 6 in another district, and 1 more in a third district. For counties in which Preschool for All is a more recent interest, a longer planning period may be needed.

Years Twos - Three

In the first two years of operation, Preschool for All will begin with one school district that has 8 low API schools, serving all of the projected need (80% of the four-year-olds) in those school neighborhoods. In addition, the program will begin to phase in Preschool for All in the remaining neighborhoods in the district. During this two-year time period, 161 new preschool spaces will be funded, primarily in the vicinity of two neighborhoods determined to have neither a state preschool program nor convenient access to Head Start nor community-based child care. In addition, 436 spaces will be upgraded. In addition, fees for the preschool portion of the day will be replaced for families currently paying fees.

Years Four - Five

In the second two years of operation, Preschool for All will be implemented in a second school district with 6 low API schools. In addition, the program will roll out to the two remaining school neighborhoods in this second school district that are not low API schools. By Year 5, 80% of 4-year-olds in both school districts with low API schools will be served.

Years Six - Ten

The Preschool for All Program will roll out to the remainder of the county, serving an estimated 72% of four-year-olds. This includes 80% of the four-year-olds in the low API neighborhoods, and 70% of the four-year-olds in the rest of the county.

Table 4-3

Year	# Children Served in Preschool for All	# New Preschool Slots Established	Estimated Cost	# Slots Upgraded	Estimated Cost	# Slots Upgraded with Fees Replaced	Estimated Cost	Total Cost
Year 2	403	81	$383,246	159	$275,010	164	$804,643	$1,462,899
Year 3	598	161	$766,491	217	$376,116	220	$1,082,112	$2,224,719
Year 4	1060	356	$1,695,132	349	$609,030	355	$1,742,213	$4,046,375
Year 5	1243	471	$2,240,528	383	$670,430	389	$1,910,717	$4,821,676
Year 6	3267	885	$4,210,757	942	$1,659,893	1440	$7,074,796	$12,945,446
Year 7	4067	1299	$6,180,986	1076	$1,912,192	1691	$8,309,184	$16,402,362
Year 8	4866	1713	$8,151,215	1210	$2,164,491	1943	$9,543,572	$19,859,278
Year 9	5665	2127	$10,121,444	1344	$2,416,790	2194	$10,777,960	$23,316,194
Year 10	6464	2541	$12,091,673	1479	$2,669,089	2445	$12,012,348	$26,773,110

Table 4-4

Year	Total Cost after Inflation Adjustment
Year 2	$1,499,472
Year 3	$2,337,345
Year 4	$4,357,503
Year 5	$5,322,228
Year 6	$14,646,584
Year 7	$19,021,711
Year 8	$23,606,441
Year 9	$28,408,519
Year 10	$33,435,946

Year 2 Estimates

	Number of Children	Unit cost (per hour)	Number of Hours	Number of Days	Total Cost*
Upgrade of existing slots:					
State Preschool	108	$2.64	3.5	175	$173,828
Head Start	25	$0.93	3.5	175	$14,467
Child care center:					
• Upgrading General Child Care/CDD (title 5)	26	$5.46	2.5	245	$86,716
• Upgrading existing slots and replacing parents fees in other center-based programs	152	$8.02	2.5	245	$745,696
Family Child Care – upgrading and replacing parent fees	12	$8.02	2.5	245	$58,947
New slots	81	$7.77	3.5	175	$383,246
Total	403				**$1,462,899**
Total Cost After Adjusting for Inflation					**$1,499,472**

*The total cost may be affected by rounding of the number of children and/or inflation adjustment.

Year 3 Estimates

	Number of Children	Unit cost (per hour)	Number of Hours	Number of Days	Total Cost*
Upgrade of existing slots:					
State Preschool	148	$2.64	3.5	175	$238,508
Head Start	33	$0.93	3.5	175	$18,626
Child care center:					
• Upgrading General Child Care/CDD (title 5)	36	$5.46	2.5	245	$118,983
• Upgrading existing slots and replacing parents fees in other center-based programs	208	$8.02	2.5	245	$1,023,165
Family Child Care – upgrading and replacing parent fees	12	$8.02	2.5	245	$58,947
New slots	161	$7.77	3.5	175	$766,491
Total	598				**$2,224,719**
Total Cost After Adjusting for Inflation					**$2,337,345**

*The total cost may be affected by rounding of the number of children and/or inflation adjustment.

Year 4 Estimates

	Number of Children	Unit cost (per hour)	Number of Hours	Number of Days	Total Cost*
Upgrade of existing slots:					
State Preschool	239	$2.64	3.5	175	$386,657
Head Start	52	$0.93	3.5	175	$29,484
Child care center:					
• Upgrading General Child Care/CDD (title 5)	58	$5.46	2.5	245	$192,889
• Upgrading existing slots and replacing parents fees in other center-based programs	338	$8.02	2.5	245	$1,658,705
Family Child Care – upgrading and replacing parent fees	17	$8.02	2.5	245	$83,508
New slots	356	$7.77	3.5	175	$1,695,132
Total	**1060**				**$4,046,375**
Total Cost After Adjusting for Inflation					**$4,357,503**

*The total cost may be affected by rounding of the number of children and/or inflation adjustment.

Year 5 Estimates

	Number of Children	Unit cost (per hour)	Number of Hours	Number of Days	Total Cost*
Upgrade of existing slots:					
State Preschool	263	$2.64	3.5	175	$425,936
Head Start	56	$0.93	3.5	175	$32,010
Child care center:					
• Upgrading General Child Care/CDD (title 5)	64	$5.46	2.5	245	$212,484
• Upgrading existing slots and replacing parents fees in other center-based programs	372	$8.02	2.5	245	$1,827,209
Family Child Care – upgrading and replacing parent fees	17	$8.02	2.5	245	$83,508
New slots	471	$7.77	3.5	175	$2,240,528
Total	**1,243**				**$4,821,676**
Total Cost After Adjusting for Inflation					**$5,322,228**

*The total cost may be affected by rounding of the number of children and/or inflation adjustment.

Year 6 Estimates

	Number of Children	Unit cost (per hour)	Number of Hours	Number of Days	Total Cost*
Upgrade of existing slots:					
State Preschool	470	$2.64	3.5	175	$760,798
Head Start	245	$0.93	3.5	175	$139,343
Child care center:					
• Upgrading General Child Care/CDD (title 5)	227	$5.46	2.5	245	$759,752
• Upgrading existing slots and replacing parents fees in other center-based programs	1,330	$8.02	2.5	245	$6,533,314
Family Child Care – upgrading and replacing parent fees	110	$8.02	2.5	245	$541,482
New slots	885	$7.77	3.5		$4,210,757
Total	**3,267**				**$12,945,446**
Total Cost After Adjusting for Inflation					**$14,646,584**

*The total cost may be affected by rounding of the number of children and/or inflation adjustment.

Year 7 Estimates

	Number of Children	Unit cost (per hour)	Number of Hours	Number of Days	Total Cost*
Upgrade of existing slots:					
State Preschool	525	$2.64	3.5	175	$848,631
Head Start	281	$0.93	3.5	175	$160,264
Child care center:					
• Upgrading General Child Care/CDD (title 5)	270	$5.46	2.5	245	$903,298
• Upgrading existing slots and replacing parents fees in other center-based programs	1,581	$8.02	2.5	245	$7,767,702
Family Child Care – upgrading and replacing parent fees	110	$8.02	2.5	245	$541,482
New slots	1,299	$7.77	3.5	175	$6,180,986
Total	**4067**				**$16,402,362**
Total Cost After Adjusting for Inflation					**$19,021,711**

*The total cost may be affected by rounding of the number of children and/or inflation adjustment.

Year 8 Estimates

	Number of Children	Unit cost (per hour)	Number of Hours	Number of Days	Total Cost*
Upgrade of existing slots:					
State Preschool	579	$2.64	3.5	175	$936,463
Head Start	318	$0.93	3.5	175	$181,184
Child care center:					
• Upgrading General Child Care/CDD (title 5)	313	$5.46	2.5	245	$1,046,844
• Upgrading existing slots and replacing parents fees in other center-based programs	1833	$8.02	2.5	245	$9,002,090
Family Child Care – upgrading and replacing parent fees	110	$8.02	2.5	245	$541,482
New slots	1713	$7.77	3.5	175	$8,151,215
Total	**4866**				**$19,859,278**
Total Cost After Adjusting for Inflation					**$23,606,441**

*The total cost may be affected by rounding of the number of children and/or inflation adjustment.

Year 9 Estimates

	Number of Children	Unit cost (per hour)	Number of Hours	Number of Days	Total Cost*
Upgrade of existing slots:					
State Preschool	633	$2.64	3.5	175	$1,024,296
Head Start	355	$0.93	3.5	175	$202,105
Child care center:					
• Upgrading General Child Care/CDD (title 5)	356	$5.46	2.5	245	$1,190,389
• Upgrading existing slots and replacing parents fees in other center-based programs	2,084	$8.02	2.5	245	$10,236,478
Family Child Care – upgrading and replacing parent fees	110	$8.02	2.5	245	$541,482
New slots	2,127	$7.77	3.5	175	$10,121,444
Total	**5,665**				**$23,316,194**
Total Cost After Adjusting for Inflation					**$28,408,519**

*The total cost may be affected by rounding of the number of children and/or inflation adjustment.

Year 10 Estimates

	Number of Children	Unit cost (per hour)	Number of Hours	Number of Days	Total Cost*
Upgrade of existing slots:					
State Preschool	688	$2.64	3.5	175	$1,112,128
Head Start	392	$0.93	3.5	175	$223,026
Child care center:					
• Upgrading General Child Care/CDD (title 5)	399	$5.46	2.5	245	$1,333,935
• Upgrading existing slots and replacing parents fees in other center-based programs	2,335	$8.02	2.5	245	$11,470,866
Family Child Care – upgrading and replacing parent fees	110	$8.02	2.5	245	$541,482
New slots	2,541	$7.77	3.5	175	$12,091,673
Total	**6,464**				**$26,733,110**
Total Cost After Adjusting for Inflation					**$33,435,946**

*The total cost may be affected by rounding of the number of children and/or inflation adjustment.

Section 4 Appendix

Appendix 4-1: Estimated Cost of Upgrading One State Preschool Program to Include Preschool for All

		Before PS upgrade	After upgrade
	Number of days per year	**175**	**175**
	Number of sessions	**2**	**2**
	Number of PS hours	**3.5**	**3.5**
	Number of PS hrs / year	**612.5**	**612.5**
	Number of children (total)	**96**	**120**
	Number of classes	**4**	**6**
	Number of instructional staff	**6**	**6**
	Class size	**24**	**20**
	Adult to child ratio (1: XX)	**8**	**10**
	Cost per hour	**$5.13**	**$7.77**
	Cost per day	**$17.96**	**$27.20**
	Annual cost	**$3,143**	**$4,761**

	Budget Item	Annual Expense as State Preschool		Annual Expense as Preschool for All	
FTE	**Salaries**			**FTE**	
	Director (.15 FTE)		$15,161		$18,951
1	Site Supervisor (one of the master's teachers)		$36,179	**1**	$44,400
1	Master Teacher		$30,149	2	$74,000
0	Teacher			2	$59,200
0	Floater			1	$29,600
4	Teacher Aide		$80,000	0	$0
	Accounting/bookkeeping		$1,183		$1,232
	Education Specialist		$6,662		$6,940
	Enrollment specialist		$6,223		$6,483
	Substitutes ($20 per hour)		$14,400		$12,000
Subtotal			**$189,956**		**$258,136**
Mandatory Benefits					
	FICA (6.2%)		$10,884		$15,112
	Medicare (1.45%)		$2,546		$3,534
	Unemployment (3.4%)		$5,969		$8,287
	Workers' Compensation (4.6%)		$8,076		$11,212
	State Employment Training Tax ($7/employee)		$42		$42
Subtotal (15.65 percent)			**$27,517**		**$38,187**
Other Benefits					
	Health, Dental, Retirement, Life, EAP		$25,192		$34,976
Subtotal (14.35 percent)			**$25,192**		**$34,976**
Non-personnel (per child)					
		$1,500	$144,000	$2,000	$240,000
Subtotal			**$144,000**		**$240,000**
Total			**$386,675**		**$571,299**
Cost per child year			**$4,028**		**$4,761**
Current reimbursement rate			**$3,143**		
Diff bet current cost and reimbursement*			**$885**		
Current cash reimb diff + new PS cost					**$1,618**
Cost per child day			**$17.96**		**$27.20**
Cost per hour			**$5.13**		**$7.77**
Cost difference per-child-year between State Preschool and Preschool for All					**$1,618**
Cost difference per-child-hour based on 612.5 hours of Preschool for All per year					**$2.64**

Budget Assumptions

Program and Staffing Characteristics

Before upgrade

Budgets are based on a State Preschool program open from 8:30am-4:30 pm (eight hours), running two 3.5 hour sessions per day. Staff work eight hours per day, 175 days per year, and have 15 days of leave, unless otherwise noted. The State Preschool program has 2 classrooms that serve 24 children per session--thus 96 children are served per day per classroom, for a total of 96 children per program.

After upgrade

There will be 175 days per year, 3.5 hrs per day and 20 children in the classroom per session, and a 1:10 staff-child ratio with a "floater" serving all 6 classes. An additional classroom will be created, and a total of 120 children served. Salary for master teacher is equivalent to that of kindergarten teacher. Site supervisor receives 20% bonus.

*Note: the actual expense is 30% higher than the state reimbursement, reflecting in-kind expenses.

Source: School district preschool coordinator

Appendix Table 4-2: Estimated Cost of Upgrading One Head Start Program to Include Preschool for All

		Before PS Upgrade		After PS Upgrade
	Number days / year	**175**		**175**
	Number sessions	**2**		**2**
	Number of Head Start hours	**3.5**		**3.5**
	Number children (total)	**80**		**80**
	Number classes	**4**		**4**
	Number classrooms	**2**		**2**
	Number of instructional staff	**6**		**5**
	Class size	**20**		**20**
	Cost per hour	**$7.85**		**$8.78**
	Cost per day	**$27.46**		**$30.72**
	Annual cost to include Preschool for All	**$4,806**		**$5,375**
	Budget Item	**Annual Expense as Head Start**		**Annual Expense as Head Start/ Preschool for All**
Salaries				
	Administrative Director (.11 FTE)	$8,212	0.11	$8,212
2	Teacher-Director	$73,000	2	$85,357
	Child Development/Education Coordinator (.11 FTE)	$7,088	0.11	$7,088
2	Teachers	$67,062	2	$74,811
2	Assistant Teachers	$33,504	1	$17,560
	Substitutes ($20 per hour)	$14,400		$14,400
Subtotal		**$203,266**		**$207,428**
Mandatory Benefits				
	FICA (6.2%)	$11,710		$11,968
	Medicare (1.45%)	$2,739		$2,799
	Unemployment (3.4%)	$6,421		$6,563
	Workers' Compensation (7.0%)	$13,221		$13,512
	State Employment Training Tax ($7/employee)	$44		$44
Subtotal (18.05 percent)		**$34.134**		**$34.885**
Other Benefits				
	Health, Dental, Retirement, Life, EAP	$27,102		$27,700
Subtotal (14.35 percent)		**$27,102**		**$27,700**
Non-personnel (per child)				
	$1,500	$120,000	$2,000	$160,000
Subtotal		**$120,000**		**$160,000**
Total		**$384,502**		**$430,013**
Cost per child year		**$4,806**		**$5,375**
Cost per child day		**$27.46**		**$30.72**
Cost per hour		**$7.85**		**$8.78**
Cost difference per-child-year between Head Start and Preschool for All				**$569**
Cost difference per-child-hour based on 612.5 hours of Preschool for All per year				**$0.93**

Budget Assumptions and Source Information

Program and Staffing Characteristics (Before Upgrade)

Budget is based on the educational component only (not including comprehensive services) of a typical Head Start program open from 8:30am-4: 30 pm (eight hours), running two 3.5 hour sessions per day. Staff work eight hours per day, 175 days per year, and have 15 days of leave, unless otherwise noted. The Head Start program has two classrooms that serve 20 children per session--thus 40 children are served per day per classroom, for a total of 80 children per program. There is one teacher-director, one teacher and one assistant teacher per classroom. Fifty-five percent of teachers have BA degrees, and 7 percent have Master's degrees. Teacher-directors, teachers and assistant teachers work 8:30am-4:30pm, eight hours per day. There are two administrative directors working 100 percent time at the home office, which oversees all of the programs in the county. There are also two CD and Education Coordinators who work at the home office and play lead administrative roles. Costs include only the educational component of Head Start and have been adjusted for inflation using the Consumer Price Index (2003). In addition, a Cost of Living Adjustment (COLA) of 2.5 percent was provided to instructional staff who did not receive a salary upgrade through Preschool for All.

Program and Staffing Characteristics (After Upgrade)

Program and staffing characteristics are the same with the following exceptions: teachers' compensation is increased, 1 FTE Assistant Teacher is removed, and increased occupancy costs are funded.

Source: Interviews with county-level Head Start agency staff and *Head Start Program Information Report, Program Year 2001-02*.

Appendix 4-3: Estimated Cost of upgrading One Child Care Program (Title 5) to Include Preschool for All

	Before PS Upgrade	After PS Upgrade
Number of days in a full year	**245**	**245**
Number of sessions	**1**	**1**
Number of PS hours	**0**	**2.5**
Number of PS hours / year	**0**	**612.5**
Number of children (total)	**96**	**100**
Number of child care center hrs (opening hr)	**11**	**11**
Number of classes	**4**	**5**
Number of instructional staff	**14**	**13.5**
Class size	**24**	**20**
Adult to child ratio (1:XX)*	**8**	**10**
Cost per preschool hour	**$2.56**	**$8.02**
Annual cost (preschool component plus child care)	**$6,894**	**$12,205**

	Budget Item	Annual Expense as Child Care		Annual Expense to Include Preschool for All
Salaries				
	Director (.25 FTE)	$26,784		$27,900
1	Site Supervisor (one of the master teachers)	$56,373	1	$65,966
	Add'l lead or master Teacher	$0	2	$109,943
4	Teachers	$199,079	3	$131,931
9	Teacher aides	$260,000	6	$177,667
	Floater		1.5	$65,966
	Education specialist	$11,770		$12,260
	Enrollment specialist	$10,994		$11,452
	Accounting /bookkeeping	$2,090		$2,177
	Substitutes ($20 per hour)	$33,600		$32,400
Subtotal		**$600,689**		**$637,661**
Mandatory Benefits				
	FICA (6.2%)	$35,160		$37,526
	Medicare (1.45%)	$8,223		$8,776
	Unemployment (3.4%)	$19,281		$20,579
	Workers' Compensation (4.6%)	$26,086		$29,053
	State Employment Training Tax ($7/employee)	$98		$95
Subtotal (15.65 percent)		**$88,847**		**$96,028**
Other Benefits				
	Health, Dental, Retirement, Life, EAP	$81,377		$86,855
Subtotal (14.35 percent)		**$81,377**		**$86,855**
Non-personnel (per child)	$3,000	$288,000	$4,000	$400,000
Subtotal		**$288,000**		**$400,000**
Total		**$1,058,914**		**$1,220,544**
Cost per child year		**$11,030**		**$12,205**
Daily cost to agency		**$45.02**		**$49.82**
Current reimbursement rate		**$6,894**		
Diff bet current cost and reimbursement*		**$4,136**		
Current cash reimb diff + new PS cost				**$5,311**
Current daily reimbursement rate		**$28.14**		
(Weighted) Cost per child PS day (2.5 hours)***		**$6.40**		**$20.04**
(Weighted) Cost per child PS hour		**$2.56**		**$8.02**
Cost difference per-child-year between child care and Preschool for All for 612.5 hours only				**$3,344**
Cost difference per-child-hour based on 612.5 hours of Preschool for All per year				**$5.46**

Budget Assumptions and Source Information

Program and Staffing Characteristics (before upgrade)

Budgets are based on a General Child Care and Development program that opens from 7 am-6 pm (11hr) and serves 96 preschool children (a ratio of 1:8)
Staff work eight hours per day, year round, and have 15 days of leave.
Instructional staff (e.g., teacher aides) work shifts to cover morning and afternoon pick ups

Program and Staffing Characteristics (after upgrade)

The program will operate 245 days, provide 2.5 hours of preschool daily, and serve 100 children, with a teacher to student ratio of 1:10. Teacher salaries upgraded to be equivalent to kindergarten teacher salaries, and non-personnel increased to reflect real occupancy costs. A COLA of 2.5% was provided to instructional staff who did not receive a salary upgrade through Preschool for All.

*The staff-child ratio of 1:10 only applies to Preschool, where there is a teacher with a BA degree. During other hours, three adults would still be needed, except during naptime. **See Appendix 4-4 on the next page or the staffing pattern that accompanies this estimate.**
**The actual expense is over 50% more than the state reimbursement, reflecting in-kind expenses.
***See page 102 for a detailed explanation of the weight calculation.

Appendix 4-4: Staffing Pattern for Upgraded Child Care Program (Title 5) to Include Preschool for All

Hours	Number of Children	Preschool Classroom 1 Staff	Preschool Classroom 2 Staff	Preschool Classroom 3 Staff	Childcare Room 1 Staff	Childcare Room 2 Staff	Total Staff
		Class 1A & 1B (morning & afternoon class, 20 children each)	Class 2 A & 2B (morning & afternoon class, 20 children each)	Class 3A (morning preschool, 20 children – children stay in same room in afternoon – could save money by having part-time MT, and additional T)	Class 1B &1A (child care) plus opening & closing	Class 2B & 2A (child care) plus opening & closing	
7:00 a.m. to 9:00 a.m.	40				T1 TA4	T2 TA5 Floater A	4 plus Floater A**
9:00 a.m. to 11:30 a.m.	100	MT1 TA1	MT2 TA2	MT3 TA3	T1 TA4	T2 TA5 Floater A or volunteer	10 plus Floater A
11:30 a.m. to 2:00 p.m.	100 (lunch, breaks, planning, nap)	MT1 TA1	MT2 TA2	MT3 TA3	T1 TA4	T2 TA5 Floater A	10 plus Floater A
2:00 p.m. to 4:30 p.m.	100	MT1 TA1	MT2 TA2	MT3 TA3	T3 TA6	T4 TA7 Floater B or volunteer	10 plus Floater B
4:30 p.m. to 6:00 p.m.	40				T3 TA6	T4 TA7 Floater B	4 plus Floater B

Total Staff: 13.5 Full-time equivalents (FTEs)

3 Master Teachers (MT), BA level, all full time

4 Teachers (T), AA level, 3 FTEs only: T1 & T2 full time, T3 & T4 (.5 FTE each)

6 Teacher Assistants (TA): TA1, TA2, TA3, TA4, TA5 are full time, TA6 & TA7 (.5 FTE each) from 2:00 p.m. to 6:00 p.m.

**1.5 floaters: Floater A (1 FTE) and Floater B (.5 FTE) provide 10+ hrs of floater support to provide the third adult in child care classroom when there is no volunteer available, and to relieve other staff in other classrooms when possible. 1 FTE may be 2 half-time persons.

Children move between preschool and child care classrooms:

A group of 20 (class 1A) stays in preschool classroom 1 from 9:00-11:30 to receive preschool instruction, stays through lunch until 2:00, then moves into one of the child care rooms (e.g., room 1) from 2:00 until close of center. A second group of 20 stays in a child care room (child care room 1) until lunch, then moves into preschool classroom 1 from 2:00-4:30, then returns to the child care room until dismissal.

Only the children in preschool classroom 3 stay all day in the same room. This estimate assumes that the MT3 and TA 3 would work fulltime with the same group; some savings could be realized if the MT3 worked part-time, and was followed by a another part-time Teacher and Teacher aide. These savings could then be invested in another teacher or teacher aide for the child care classrooms.

For purposes of this exercise, one child care classroom is assumed to have 24 children (and therefore to need a third adult), and one 16 (and therefore not to need a third adult). This is necessary in order to be in compliance with Title 5 requirements. In the next version of the cost estimate exercise, we plan to reduce the Master Teacher 3's hours to part-time, and to invest the savings in another teacher aide so that both child care classrooms can have the class size of 20 and have 3 adults.

References

Bellm, D., Burton, A., Whitebook, M., Broatch, L., Young, M.P. (2002). *Inside the Pre-K Classroom: A Study of Staffing and Stability in State-Funded Prekindergarten Programs.* Washington, D.C.: Center for the Child Care Workforce.

Golin, S.G. & Mitchell, A.W. (forthcoming) *The Price of School Readiness: Estimating the Cost of Universal Preschool in the States: A Tool for Researchers, Advocates and Policymakers.* Washington, DC: Institute for Women's Policy Research.

Golin, S.G., Mitchell, A.W., & Wallen, M. (2003)/ *The Cost of Universal Access to Quality Preschool in Illinois.* A Report to Governor George H. Ryan's Task Force on Universal Access to Preschool. Washington, D.C.: Institute for Women's Policy Research.

Helburn, S. & the Cost, Quality and Child Outcomes Study Team (1995). *Cost, Quality and Child Outcomes in Child Care Centers, Technical Report.* Denver: University of Colorado Economics Department.

Whitebook, M., Kipnis, F., Sakai, L., Voisin, I. & Young, M.P. (May 2003). *The California Child Care Workforce Study: 2001 Preliminary Results and Future Plans.* (Separate reports for each of the eight counties studied, and one report documenting the cross-county results, are available at www.rrnetwork.org. Or contact Marcy Whitebook at mwhbk@uclink.berkeley.edu for more information.)

Section 5:
Financing Preschool for All

Susan Muenchow, Senior Research Scientist
American Institutes for Research

Introduction

There are both long-term and short-term approaches to financing Preschool for All.

The best ***long-term strategy*** is clearly to secure a stable revenue source and an investment in preschool equivalent to that in kindergarten. Based on the cost estimate in the sample county in Section 4, annual kindergarten rates or charter school rates ($4560-$4821/year) appear to be in the range necessary to finance the direct costs of operating a preschool program. Additional resources would be needed, however, to provide for the infrastructure costs: construction and renovation of facilities, workforce development, and technical assistance and monitoring.

The ***short-term approach*** to phasing in Preschool for All can best be summed up as "creative financing". As indicated in Tables 1-2 and 1-3, a number of First 5 commissions and school districts in California are already employing this approach. It is important to stress that in no case has a school district or county pieced together sufficient funds to finance preschool for *all* four-year-olds. However, several localities have made preschool free and accessible to most four-year-olds within specific school neighborhoods. It is worth the effort to understand their financing strategies even in the event of a statewide investment in Preschool for All. As discussed in Section 4, the costs of implementing preschool are likely to vary across the state and, hence, there may always be a need for "creative financing" to supplement state investments even when Preschool for All becomes a statewide reality.

This section will therefore focus on the short-term strategies localities are using to finance substantial expansion of, if not universal access to, preschool. The section includes two case studies, lessons learned, and links to a compendium of funding sources for early care and education that was previously developed for First 5 California.

Local Case Studies

Elk Grove Unified School District

Elk Grove Unified School District provides free preschool services to 710 students, including 73% of children entering kindergarten in three First 5 School Readiness-targeted school neighborhoods and 51 percent of children in seven Title I schools (See Table 1-2 and Figure 5-1). Pre-Kindergarten classes are staffed with one teacher and one instructional assistant. All Pre-Kindergarten teachers have college degrees and backgrounds in child development. Newly hired teachers are required to possess a multiple subject teaching credential. In addition, all Pre-Kindergarten instructional assistants have at least six units of early childhood education courses. Newly hired assistants are required to have 48 college units or an Associate's degree.

How does Elk Grove do it?

Elk Grove uses a combination of multiple funding sources and measures to maximize the efficiency of the program. The total expenditure for the Pre-Kindergarten program in Elk Grove

is $3,396,390 (not counting an additional 10 percent in in-kind contributions), or approximately $4,783 per child, about $1,600 more than the existing State Preschool Program expenditure per child.

Multiple Revenue Sources

Table 5-2 shows the various sources of revenue for the program. The largest single source of funds is Head Start, the second largest is Title I, followed by First 5 Sacramento and First 5 School Readiness Initiative funds. The State Preschool Program is actually the smallest source of revenue for the program. The following shows how the funding sources are used:

- Elk Grove finances teacher salaries equivalent to that of kindergarten teachers primarily with Head Start, Title I, and local First 5 funds. Full-time teachers frequently teach one class funded by Head Start and another financed by Title I or First 5.

- Head Start, Title I, and First 5 funds also help finance social workers, parent leaders, a speech therapist, and health/nutrition coordinators) to provide comprehensive services for children who need them.

- Elk Grove uses local Title I and First 5 funds to finance preschool for children who are above the income eligibility requirements for Head Start. The Elk Grove Unified School District devotes 1/6 of its federal Title I funds to preschool services. While the children (except those with special needs) assigned to Head Start preschool classes must meet the federal poverty guidelines, the children in the Title 1 classes do not have to meet any specific income eligibility requirements. This is because eligibility for Title I funds is determined based on the status of the school as a whole, not the income of any one family.

- Elk Grove uses some First 5 School Readiness funds to finance a speech therapist and a teacher for a full inclusion class.

- Occupancy costs for the preschool program are largely provided in-kind by the school district. However, local First 5 funds have been used to purchase one re-locatable building for the program.

Efficiency Measures

The Elk Grove Unified School District also takes steps to minimize the cost of the preschool program:

- All full-time teachers teach two sessions.

- Except for those preschool classes supported with State Preschool funds, classes take place less than 612.5 hours per year: Head Start operates 3.5 hours per day, 4 days per week; Title I operates 3 hours/3days per week, etc.

- Elk Grove maximizes use of existing space by offering a Twilight Program as well as morning and afternoon sessions.

Kidango

Kidango administers part-day, full-year preschool as well as full-day, full-year programs for the New Haven Unified School District in Alameda County, and has just begun administering child development programs for the Alum Rock School District in Santa Clara County. The New Haven Unified program in Union City serves 550 children, and the Alum Rock program will serve 750 children when at full capacity. The Union City program is accessible to families of all income groups.

Each preschool class administered by Kidango includes a lead teacher (most with a bachelor's degree), a teacher, and a teacher aide (frequently a parent or volunteer). All preschool facilities in Union City in the New Haven Unified School District are either accredited by the National Association for the Education of Young Children or are in the process of applying for accreditation. All classes score at least 5 on the Early Childhood Environment Rating Scale, and some score as high as 6.8 out of 7. In addition, Kidango uses the Head Start Prism system to ensure program quality.

Multiple Revenue Sources:

- Kidango uses multiple state and federal funding sources (State Preschool, Head Start, and General Child Care and Development) to finance direct operating costs for the 62% of children enrolled who meet the current income eligibility guidelines for these programs.

- Revenue for facilities has come from a variety of sources -- Repair and Renovation grants from the Department of Education, Community Block Development Block Grant funds from the cities of Hayward and Union City, Alameda First 5 funds for playgrounds, and more than $200,000 in private donations.

- The New Haven Unified School District by providing many in-kind contributions, such as reduced occupancy costs and janitorial services.

- Kidango makes services available to families above the income eligibility ceiling by charging fees at the full State Preschool Rate -- $17.96 per day.

Efficiency Measures:

Kidango operates part-day programs on a double session.

- Kidango recruits parents and other volunteers to serve as teacher aides in many classrooms. Parents must volunteer six hours a month in order for their children to be in the preschool program, although the volunteer hours can be donated outside of class time.

- Kidango's executive director, Paul Miller, notes that, because of the downturn in the economy, the program has been able to attract and retain qualified teachers at lower salaries than those paid to elementary school teachers. However, Miller believes this is a

temporary situation and supports the goal of compensation comparable to that for kindergarten teachers as a key strategy of retaining teachers with Bachelor's degrees.

Redwood City School District

The Redwood City School District primarily finances its preschool program with State Preschool funds and in-kind school contributions from the school covering space, janitorial, utilities, etc. In addition, the district program has a fulltime Mental Health worker funded by First 5 San Mateo, and home visiting services funded by the First 5 School Readiness Initiative.

Preschool sites are accredited by the National Association for the Education of Young Children. Although this program is not yet able to provide salaries equivalent to those of kindergarten teachers, its teacher salaries and benefits exceed those of most private early care and education programs in the area. The following efficiency measures help make it possible for the district to pay competitive salaries and benefits:

- The program operates double session: Each teacher has a 3-hour class in the morning, and a 3-hour class in the afternoon.
- A master teacher serves as both the site supervisor and a full-time teacher, thereby reducing administrative costs. For supervisory responsibilities, the master teacher receives a 20 percent bonus.
- Laura Keeley, the district preschool coordinator, oversees not only the State Preschool Program but also the General Child Care and Development Program and the School-Age Program. Thus, administrative costs are again minimized because the lead administrator oversees programs serving 519 children.

Lessons Learned

The school districts and other local entities making the most progress in expanding access to preschool beyond the current State Preschool income eligibility requirements and in providing salaries equivalent to those for kindergarten teachers use multiple funding sources, such as Head Start, Title I, local First 5, state First 5 School Readiness, as well as State Preschool. In addition, the programs are using various measures to maximize their efficiency.

The lessons learned may be summarized as follows:

Partner with Head Start

As illustrated in the Elk Grove and Kidango case studies above as well as in Tables 1-2 and 1-3, Head Start is a major funding partner with many school districts and First 5 commissions making significant progress in expanding preschool. Head Start funds play a major role in financing preschool in Merced City School District and San Diego Unified. Head Start also plays a critical

role in the preschool expansion activities for local First 5 commissions in Alpine, Calaveras, Mendocino, Placer, Sonoma, and Ventura.

It is important to note that the school district or other entity using Head Start to expand preschool services does not have to be a Head Start grantee. For example, the Elk Grove Unified School District is a Head Start delegate agency, not the grantee. Similarly, in an effort to coordinate the investment of First 5 school readiness funds with Head Start, the First 5 commission in Orange County has placed a school readiness coordinator in the office of the local Head Start grantee.

Work to Obtain a Portion of Title I Funds

School district allocation of federal Title I funds to help finance preschool expansion, as in Elk Grove, Merced, and Santa Ana in Orange County (See Table 1-3), is a key mechanism because it is a flexible funding source – there are no income guidelines limiting which children can participate, so long as they attend the Title I-designated school. In short, unlike State Preschool and Head Start funds, Title I can be used to finance preschool for *all* – or at least all in the school neighborhood.

It must be said that school district allocation of Title I funds to preschool is so far the exception, not the rule. According to Arthur Reynolds' study of the Chicago Parent-Child Centers, only 2% of Title 1 funds nationwide are used for pre-kindergarten programs. At a time when school districts are suffering in general from budget shortfalls, it may be more difficult to persuade school districts to allocate Title I funds to preschool. Yet, some school boards and school superintendents appear to have decided that investment in preschool is a highly cost-effective use of federal Title I funds, which were, after all, designed to help compensate for educational disadvantage. By investing Title I in the preschool years, these districts hope to reduce more costly expenditures for compensatory education later on.

Apply for State Preschool and General Child Care and Development Funds When Available

California's State Preschool Program, established more than 60 years ago, remains a major source of preschool funding ($310 million for the 2002-2003 fiscal year), serving 141,452 children. California's General Child Care and Development Program, which must meet the same standards as the State Preschool Program, is the state's largest contracted full-day early care and education program, serving 126,448 children per year. Although both programs have suffered in recent years from not receiving Cost of Living Adjustments, some localities are managing to offer quality programs even at the existing state reimbursement levels by supplementing these dollars with other funds or in-kind contributions.

By hiring school readiness coordinators in all 26 school districts a year before the School Readiness Initiative, all school districts in Orange County eligible for First 5 School Readiness funds applied for the maximum available State Preschool Program dollars available. Similarly, Merced City School District (MCSD) not only applied for the maximum dollars available to the district, but also for additional dollars that other districts had not claimed.

Use Local First 5, and District School Bonds to Purchase Facilities

Local First 5 funds are especially useful in financing facilities, such as the purchase of re-locatable buildings. While use of state First 5 funds is not allowed for purchase of facilities, there are no such restrictions on the use of the local First 5 funds. Use of these dollars, a declining revenue source, for purchase of facilities also makes sense because it is a one-time expenditure.

Local First 5 funds have been instrumental in the purchase of facilities in Elk Grove, Merced, Riverside, San Benito, and Tulare (See Table 1-3). With funds from First 5 and the California Department of Education's Child Care Facilities Revolving Fund, the Merced City School District will have a preschool at 11 of its 12 elementary schools by June 2004. In Riverside, local commission funds have been used to finance five model preschool facilities as well as, in partnership with the school district, to establish a Preschool Academy (Rob Reiner Children and Families Development Center), which includes an infant-toddler program, autistic pilot program, home visitor and family intake, and a clinic, as well as a preschool facility serving 260 children. In San Benito County, the school district contributed the land for a preschool program, and the local commission is providing $350,000 to purchase a re-locatable building.

District bonds are a major source of funds for preschool facilities in a few counties. For example, in Santa Clara County, a San Jose Unified School District bond includes $9 million to develop or renovate preschool facilities. In Los Angeles County, a Los Angeles Unified School District bond includes $80 million for preschool facilities.

Explore Use of Migrant Child Care, CBET, and ESL

In addition to the major state and federal funding sources being used to finance preschool expansion, some counties are making good use of more specialized funding sources. In San Benito County, the local First 5 commission is using Migrant Child Care and Development funds to help finance the operation of a new preschool program. Using these funds, there is no income eligibility requirement; however, the family must have moved within the last 3 years or work in the agricultural industry.

Building on Community-Based English Tutoring (CBET) and English as a Second Language (ESL) programs, First 5 Contra Costa is supporting a parent cooperative approach to expanding preschool services in school settings. Children are in preschool 4 days a week, while parents are in ESL classes or assist in the classroom. Similarly, the Children and Families Commission of Orange County has used CBET funds to purchase re-locatable buildings for preschool.

Use First 5 School Readiness Funds as the "Glue" and for Special Populations

Local First 5 commissions are using First 5 School Readiness funds to provide the "glue' for preschool expansion. For example, Elk Grove uses some of the School Readiness funds to finance a school readiness coordinator and much of the rest to support a full inclusion preschool program serving both children with special needs and typically developing children.

Similarly, the Merced County Children and Families Commission's investment in school readiness has been used to help leverage more than $5 million in additional state and federal funds, including federal Early Reading First and Even Start grants.

Pursue In-Kind Contributions from School District

"In-Kind" funding is the least discussed, least understood source of funds for preschool. But it is worth noting that in all three of the programs featured in case studies above, school district in-kind contributions play an important role. In Elk Grove, the school district contributes 10% above the rest of the budget in the form of in-kind contributions. In both the New Haven Unified School District program operated by Kidango, a private non-profit agency, and the Redwood School District, it would be difficult for the programs to survive without the in-kind contributions.

Conduct Two Sessions

If preschool is to be operated at a cost equivalent to that of kindergarten or charter kindergarten, providing two part-day sessions appears to be essential. The reason is obvious: A pre-kindergarten class, unlike a kindergarten class, requires a second teacher in order to meet the staff-child ratio of 1:10, the standard required for accreditation by the National Association for the Education of Young Children as well as for participation in the Head Start program. Thus, if the lead teacher in each pre-kindergarten class is going to have qualifications and compensation comparable to that of a kindergarten teacher, the teacher must teach two part-day classes in order to make possible the additional teacher or instructional aide.

Figure 5-1. Elk Grove Unified School District Learning Support Services (Pre-Kindergarten Program)

Overview

The Elk Grove Unified School District (EGUSD) operates Pre-Kindergarten programs at seven elementary campuses. The program serves 710 students through the following sources of funding:

- Head Start – 260 students/13 teachers (13 classes operate 3.5 hours/4 days per week)
- Title I – 230 students/12 teachers (12 classes operate 3 hours/3 days per week)
- First 5 Sacramento – 120 students/6 teachers (4 classes operate 3.5 hours/4 days per week & 2 classes operate 3 hours/3 days per week)
- First 5 California (School Readiness Initiative) – 60 students/2 teachers (3 classes operate 2.5 hours/2 days per week & 1 class operates 2.5 hours/3 days per week)
- State Preschool – 40 students/2 teachers (2 classes operate 3 hours/5 days per week)

EGUSD has the funded capacity for 23 teachers (14 full-time and 9 part-time) to teach 37 classes. Elk Grove currently has 22 teachers on staff for 36 classes. Twelve full-time teachers teach two classes each (24 classes) and eight part-time teachers (0.6 FTE or 0.4 FTE) teach one class. The two full-time preschool staff funded through School Readiness team teach four classes.

Pre-Kindergarten Teaching Staff

	Number of Pre-K Teachers	Number of Classes Taught per Teacher	Total Number Of Classes
	12 - 1.0 FTE	2	24
	7 - .6 FTE 1 - .4 FTE	1	8
	2 – 1.0 FTE (School Readiness)	4 (Teaching Team)	4
Grand Total:	**22**	--	**36**

Pre-Kindergarten classes are staffed with one teacher and one instructional assistant. All Pre-K teachers have college degrees and child development backgrounds. They are paid on the same salary schedule as EGUSD K-12 teachers. Beginning in 2002, new teachers are required to possess a multiple subject teaching credential. In addition, all Pre-K instructional assistants have at least six units of early childhood education courses. New hires are required to have 48 college units or an AA degree.

Table 5-2. Elk Grove Unified School District Learning Support Services (Preschool)

	# Of Positions	Head Start	# Of Positions	Title 1	# Of Positions	State	# Of Positions	Prop 10	# Of Positions	School Readiness
Teachers@0.6FTE-4.5hrs/day	13	402,934			2	52,621	4	122,255		
Teachers@0.4FTE-3hrs/day			12	237,193			2	50,220		
LeadTeacher@0.6FTE-4.5hrs/day	1	46,020								
Teacher-FullInclusion@1FTE-7.5hrs/day									1	63,764
SpeechTherapist@1FTE-7.5hrs/day									1	59,365
ResourceTeacher@0.7FTE-5.25hrs/day	1	53,690								
ResourceTeacher@0.3FTE-2.25hrs/day			1	23,167						
Teachers-Subs (timesheet)		28,642		5,000		1,500		8,653		
I.A.@0.5375FTE-4.3hrs/day					2	26,505				
I.A.@0.5625FTE-4.5hrs/day	6	71,569					4	39,443	1	13,532
I.A.@0.5938FTE-4.75hrs/day	7	85,067								
I.A.@0.4375FTE-3.5hrs/day			12	105,869			2	15,469		
I.A.-Subs (timesheet)		8,000		1,440		1,000		5,408		
ProgramCoord.@0.5FTE-4hrs/day	1	45,347								
ProgramCoord.@0.4FTE-3.2hrs/day			1	36,277						
ProgramCoord.@0.1FTE-0.8hrs/day							1	9,069		
ProgramAdmin.@0.22FTE-1.76hrs/day	1	16,460	1	16,460						
ProgramAdmin.@0.56FTE-4.48hrs/day									1	43,366
ProgramSpecialist@0.6FTE-4.5hrs/day	1	49,415								
ProgramSpecialist@0.3FTE-2.4hrs/day			1	24,708						
ProgramSpecialist@0.1FTE-0.8hrs/day							1	8,236		
ParentLeader@0.25FTE-2hrs/day	1	6,499								
ParentLeader/Fam.Adv.@0.75FTE-6hrs/day	2	35,456					1	21,720	1	17,728
ParentLeader@0.625FTE-5hrs/day	1	14,774								
ParentLeader@0.5FTE-4hrs/day			1	10,763						
ParentLeader/Fam.Adv.@1FTE-8hrs/day									1	23,637
SocialWorker@0.7FTE-5.25hrs/day	1	45,062								

SocialWorker@0.3FTE-2.25hrs/day			1	18,498								
HealthNutrition@0.6FTE-4.8hrs/day	1	31,209										
HealthNutrition@0.3FTE-2.4hrs/day			1	16,282								
HealthNutrition@0.1FTE-0.8hrs/day									1	6,331		
ProgramEducator@0.5FTE-4hrs/day			1	19,994								
Clerk@1FTE-8hrs/day	1	29,969										
Clerk@0.5FTE-4hrs/day			5	88,214							1	19,883
Extra Clerical (timesheet)		4,000										
FiscalTechnician@0.5FTE-4hrs/day			1	20,849								
FiscalTechnician@0.5FTE-4hrs/day									1	20,848		
StaffSecretary@1FTE-8hrs/day	1	35,259										
BusAttendant@0.5FTE-4hrs/day	4	42,368										
Yard Duty (timesheet)		5,000										
Benefits		314,750		212,403		27,806		101,474			64,412	
Supplies		52,014		40,000		7,545		53,441			9,000	
Space		19,600										
Indirect		81,680		49,645		6,621		26,181			17,811	
Total	43	$1,524,784	38	$926,762	4	$123,598	16	$488,748	7		$332,498	

Personnel	1,056,740	624,714	81,626	307,652	241,275
Benefits	314,750	212,403	27,806	101,474	64,412
Other	71,614	40,000	7,545	53,441	9,000
Indirect	81,680	49,645	6,621	26,181	17,811
	1,524,784	926,762	123,598	488,748	332,498

Table 5-3. Elk Grove Unified School District In-Kind

Description	In-Kind Amount Per Year ($)
Space - Florin Elementary - 725 sq. ft. @0.66 per sq. ft. = $479/month	5,748
Space - Prairie Elementary - 1859 sq. ft. @0.66 per sq. ft. = $1,227/month	14,724
Space - F. Markofer Elementary - 1859 sq. ft. @0.66 per sq. ft. = $1,227/month	14,724
Full Inclusion Teachers - Prairie/Markofer	33,821
Full Inclusion Para-Educators - Prairie/Markofer	35,133
Full Inclusion Program Specialists - Prairie/Markofer	10,000
Full Inclusion School Nurses - Prairie/Markofer	10,656
Full Inclusion Speech Therapists - Prairie/Markofer	13,884
Full Inclusion Vision Therapists - Prairie/Markofer	10,128
Budget Technician II @ 0.2 FTE	14,148
Director @ 0.1 FTE	13,368
5 Twilight Coordinators @ 0.2 FTE each	89,029
6 Site Administrators @ 0.05 FTE each	38,778
Early Intervention 1,059 hrs @$51.88/hr	54,941
TOTAL	**359,082**

Section 6:
Using Assessment to Improve Program Results – Understanding Children's Growth, Family Experiences, and Program Effectiveness

Deborah (Montgomery) Parrish, Managing Research Scientist
American Institutes for Research

Introduction

With increasing state and national interest in the potential of preschool programs to prepare young children for kindergarten and beyond, there has been a corresponding rise in the call to document child outcomes and program results for policymakers, program administrators, and families. This emphasis on results-based accountability is part of a growing movement to link information about how children, families, and programs are doing (i.e., their outcomes or results) with deliberate strategies for ongoing program improvements that enhance these results. From its inception, the First 5 California Commission on Children and Families has been committed to results-based accountability. This section focuses on the appropriate uses of assessment to understand preschool children's growth and development, families' experiences with preschool programs, and the implementation of evidence-based practices that contribute most to the achievement of identified program results for children and families.

The section begins with an overview of child-, family-, and program-based assessments that are applicable to preschool, followed with greater detail about the appropriate uses of each to inform program improvements that enhance child and family results. Next, the section shows how the three types of assessment are integrated in California's Desired Results System. The section also provides examples of how localities in California are using assessment to measure children's developmental progress and to improve the quality of programs. Finally, the section offers some practical suggestions for communities on how to evaluate preschool programs responsibly, using multiple measures to confirm findings and identify trends.

Overview of Types of Assessment

There are three major types of assessment – child-based, family-based, and program-based – applicable to measuring the quality and impact of preschool programs. Each is suited to unique purposes and program goals. A clear set of goals and objectives for using these types of assessment is therefore the first step in planning how assessment tools are to be selected, implemented, and reported.

Child-based assessments for young children include:

- Developmental screening to identify the need for more-in-depth assessment of possible disabilities or other special needs;
- Diagnostic tests to identify and confirm specific disabilities or other special needs;[3]
- Developmental profiles or observations to aid teachers in documenting children's developmental progress in their natural daily environments for the purpose of improving curriculum and instruction to enhance results; and
- Specially created exercises performed by the child in the presence of a trained assessor to provide an objective snapshot of children's performance that, when aggregated for groups

[3] Diagnostic assessments are designed to be used only by specially trained professionals. This section does not include a discussion of assessments used only for diagnostic purposes.

of children, can assess the effectiveness of prekindergarten programs in achieving desired outcomes (also called "direct assessments").

Standardized paper-and-pencil tests completed independently by the student are not recommended for use with preschool children. These types of child-based assessments may, however, be used appropriately in third or fourth grade in elementary school as part of the longitudinal tracking of the effectiveness of preschool programs.

Family-based assessments, including written surveys, personal interviews, focus groups and other feedback sessions may be used to:

- Determine how well the program is meeting child and family needs;
- Assess family members' progress in achieving family or personal goals;
- Obtain suggestions for program improvement; and
- Explore how best to engage families as partners in their children's learning.

Program-based assessments include environment rating tools and other types of quality and compliance checklists or procedures (e.g., focus groups of teaching staff to get a sense of what is working and what could be improved) for:

- Periodic self-study by program staff;
- Monitoring by state agencies and other program sponsors; and
- Research by outside evaluators.

Taken together, the information gained from these various types of assessments—about children, families, and programs—can be used to inform immediate, short-term, and long-term goals for planning and program quality improvement. For example, suppose developmental profile results for children as a group show they are making good progress with social development (as appropriate for their age), but are not progressing in the area of early literacy (e.g., letter knowledge, word knowledge, phonemic awareness, concepts of print, and story comprehension). Suppose also that family assessments reveal that families express a desire for more information about early literacy activities that they can use at home. Finally, suppose that the program self-study using the environmental rating scale reveals that the program is either "inadequate" or "minimal" in its ratings on the language-reasoning subscales (Books and pictures, Encouraging children to communicate, Using language to develop reasoning skills, and Informal use of language). The program would then have multiple sources of evidence indicating that its early literacy activities need to be strengthened. The thesis presented here is that assessment is most informative when multiple measures are used in this way to confirm findings or trends that can be identified for targeted program improvements that enhance child and family results.

The following pages provide greater detail about the uses of child-based, family-based, and program-based assessments for program quality improvement. Examples from state-funded school readiness and child development preschool programs provide a context for how local programs are using assessment to inform implementation and ongoing quality improvement to achieve results for children and families.

Child-based Assessment: Its Uses (and Potential Abuses) for Preschool Children

There are a number of questions that must be addressed when thinking about implementing a child assessment system for preschool children:

- For what purpose will the child assessment information be used?
- What outcomes should be measured?
- What instruments should be used?
- Who should provide input regarding the child's developmental status? Can data be collected from the child, the parent, and/or or the teacher?
- When and how often should the assessments be administered and by whom?
- Should formal or informal methods be applied?
- Should standardized measures be used?
- Is the instrument adequately comprehensive in its coverage of key developmental domains, yet user-friendly to teachers and families?
- Can the assessment instrument be integrated with developmentally appropriate curriculum and naturally occurring typical daily activities?
- What kinds of risks and benefits are involved?
- How will the data be analyzed to inform practice?
- What is the intended use of the data?
- What safeguards should be put in place to protect against unintended use?

Defining the purposes of assessing young children

First and foremost, it is important to articulate the purpose (or purposes) for which young children are to be assessed. As we have seen, the intended purpose directly influences the design and implementation of the assessment system. In short, the intended use determines how the assessment is carried out (i.e., frequency, duration, and type of assessor training needed), what kind of assessment takes place (i.e., specific domains of learning and development assessed), and the means of data collection (i.e., naturalistic observation-based versus direct assessment).

In 1998, the National Education Goals Panel (NEGP) put forth the *Principles and Recommendations for Early Childhood Assessments* (Shepard, Kagan and Wurtz, 1998), in which they listed general principles to guide policy and practice, and identified four broad purposes for which early childhood assessment is currently used:

1) To promote learning and development of individual children,
2) To identify children with special needs and health conditions for intervention purposes,
3) To monitor trends in programs and evaluate program effectiveness,
4) To obtain benchmark data for accountability purposes at the local, state and national level.

Clarification of the primary purpose(s) for which early childhood assessments are to be used is not always straightforward. Different stakeholders (e.g., teachers, parents, administrators,

program evaluators, and policymakers) will each have their own view of why children should or should not be assessed in particular ways. Teachers will be interested in assessment tools that inform their daily practice with individual children or identify children with special needs. Parents want clear and useful information about how their child is progressing in multiple domains of learning. Program administrators may be more interested in group measures of how children of a particular age or within a particular classroom are doing, while program evaluators, monitoring agencies, or policymakers may be most interested in implementing an accountability system that provides appropriate forms of documentation that programs are having the intended effects over time, across the curriculum, and for the population of enrolled students as a whole.

In particular, program planners must be careful not to attempt to target multiple purposes of early childhood assessment with a single tool, unless clear safeguards are in place that ensure that individual child measures are not used for high-stakes decisionmaking, holding a child back from attending kindergarten, or otherwise inappropriately labeling a child on the basis of a single assessment. Equally important, a single assessment measure is not sufficient for accountability purposes, such as determining whether the funding of a program should be expanded or withdrawn. As suggested above, assessment affecting young children, or the programs that serve them, is most reliable when it involves multiple measures, each of which provides findings pointing in the same general direction.

Table 6-1, which is excerpted from the NEGP report, shows how the appropriate uses and technical accuracy of various types of assessment change with the age of child being assessed and the purpose for which the assessments are to be used. As children grow older, direct measures and the aggregation of child results may be appropriate for high-stakes uses and monitoring purposes. However, the panel recommended that high-stakes assessments intended for accountability purposes (e.g., high stakes decisions about individual children and programs) should not be used for children until they are at least eight years of age (the end of third grade or preferably fourth grade). Consideration of the types of assessment tools to be selected must begin with consensus among stakeholders as to the specific purpose(s) for which the assessments will be used as well as the degree of technical accuracy that is appropriate to expect for different ages of children. Particular care must be taken to avoid the use of direct or indirect assessment measures to make high-stakes decisions about individual preschool children.

Appropriate Uses and Technical Accuracy of Assessments Change Across the Early Childhood Age Continuum (Birth to Age 8)

Birth 1 2 3 4	Kindergarten 5	1st grade 6	2nd grade 7	3rd grade 8 years	Beyond age 8
Purpose 1: Assessing to promote children's learning and development					
Parents and caregivers observe and respond as children develop language and physical skills.	Parents, caregivers, and preschool teachers use direct measures, including observations of what children are learning, to decide what to teach next.	Teachers use both formal and informal assessments to plan and guide instruction.			
Purpose 2: Identifying children for health and special services					
All children should be screened regularly for health needs, including hearing and vision checks, as part of routine health care services. Many serious cognitive and physical disabilities are evident at birth or soon thereafter. As soon as developmental delays or potential disabilities are suspected, parents and physicians should seek in-depth assessments.	Children entering Head Start and other preschool programs should be screened for health needs, including hearing and vision checks. Individual children with possible developmental delays should be referred for in-depth assessment.	All children should be screened at school entry for vision and hearing needs and checked for immunizations. Some mild disabilities may only become apparent in the school context. Districts and states must by law have sound teacher and parent referral policies, so that children with potential disabilities are referred for in-depth assessment.			
Purpose 3: Monitoring trends and evaluating programs and services					
Because direct measures of children's language and cognitive functioning are difficult to aggregate accurately for ages from birth to 2, state reporting systems should focus on living and social conditions that affect learning and the adequacy of services.	Assessments, including direct and indirect measures of children's physical, social, emotional, and cognitive development, could be constructed and used to evaluate prekindergarten programs, but such measures would not be accurate enough to make high-stakes decisions about individual children.	Beginning at age 5, it is possible to use direct measures, including measures of children's early learning, as part of a comprehensive early childhood assessment for monitoring trends. Matrix sampling should be used to ensure technical accuracy and to provide safeguards for individual children. Because of the cost of such an assessment, states or the nation should pick one grade level for monitoring trends in early childhood, most likely kindergarten or first grade.			
Purpose 4: Assessing academic achievement to hold individual students, teachers, and schools accountable					
				Before age 8, standardized achievement measures are not sufficiently accurate to be used for high-stakes decisions about individual children and schools. Therefore, high-stakes assessments intended for accountability purposes should be delayed until the end of third grade (or preferably fourth grade).	

Table 6-1. (Source: Shepard, Kagan and Wurtz, 1998)

What are the current issues and concerns surrounding assessment of young children?

With new scientific knowledge about how children develop, increased awareness of the importance of fostering school readiness through high quality preschool programs, and the rise in accountability pressures across the country, the demand for valid and reliable early childhood assessment and performance measures has risen markedly since the NEGP report was issued. This trend is marked by the requirement to establish outcome measures for all Head Start programs, and by the rise in the number of state-funded preschool programs with mandatory child assessment systems (Horton and Bowman, 2002).

New mandates for direct skill-based assessments of all children in Head Start programs have spurred heated discussions about the risks and dangers of assessment-based high-stakes decisions. This is especially true if there are questions about the cultural and linguistic appropriateness of such assessments for the population with whom they are to be used. Early childhood experts argue that it is difficult to use standardized testing methods to obtain valid and reliable results with young children—they are generally considered to be "poor test takers." In addition, early childhood is a period when "children's rates of physical, motor, and linguistic development outpace growth rates at all other stages. Growth is rapid, episodic, and highly influenced by environmental supports: nurturing parents, quality caregiving, and the learning setting" (Shepard, Kagan, and Wurtz, 1998). Thus, experts caution against the use of assessment results to rank, sort, or retain young children, or to draw hasty conclusions about program quality and funding. There is a real danger of misclassifying young children, particularly English learners or children with special needs, potentially causing them to miss out on the most optimal learning opportunities if tracked into inappropriate learning environments.

In designing an assessment system, it is also important to distinguish between knowledge and learning ability when considering what is appropriate to assess. Children may enter a program having different learning backgrounds, knowledge, and skills, but are often quick to learn and may grow at different rates across the major learning domains (social-emotional, cognitive, physical, and adaptive) and during different phases of the early years. Hence, tracking and labeling based on a single assessment at a point in time should be avoided, particularly in early childhood. The use of assessments to sort and track children can also result in a wider gap between those labeled as "ready" and "unready" for school (Shepard, Kagan, and Wurtz, 1998). These gaps can be exacerbated if practitioners resort to placements of children into homogeneous settings or ability-based groupings based on assessment results. On the surface, such placements may appear to be easy solutions for teachers dealing with children across a wide range of abilities, but research confirms that these arrangements do not promote optimal learning environments for young children. To ensure that assessments meet the intended goal of benefiting every child, every assessment system should include preventive measures that safeguard against misuse.

Risks Associated With Early Childhood Assessment (Adapted from Muenchow, 2003)

1) **The misuse of assessment data can result in major consequences for individual children.** This includes the use of data to draw inappropriate conclusions, such as the use of test results to deny children Kindergarten entrance. Young children are difficult to assess and preschool assessment results are neither adequate nor reliable enough to justify holding them back from kindergarten.

2) **Assessment tools that do not distinguish between knowledge and learning ability have the potential to inappropriately underestimate children's development** by not accounting for the diverse learning backgrounds, knowledge, and skills that children have, but that may not be measured by traditional knowledge- or skill-based assessment instruments. Assessments should be culturally sensitive—respecting the diversity of cultures, languages, and special needs of the children for whom they are used.

3) **Assessment activities entail a diversion of scarce resources** from program expansion or other quality improvement activities. Consideration must be given to the degree to which teachers' time and energy is diverted from other responsibilities in order to conduct assessments. The burden and costs of assessments should not outweigh their benefits. Assessment systems benefit teachers when they are clearly linked to curriculum and instruction decisions.

4) **Programs serving the most disadvantaged children could be penalized.** If assessment outcomes are used to determine funding allocations, programs that need the most support may not receive it. Funding policies should not create disincentives for programs to serve (or recruit) children with special needs or English language learners. Diverting public resources away from children who could most benefit from services results in higher service costs over the long-term.

Minimizing Risks and Maximizing Benefits of Early Childhood Assessment

(Adapted from Muenchow, 2003)

1) **Include child development specialists and diverse stakeholders in the design and implementation** of the assessment system.

2) **Develop guidelines for the use of assessment data** to benefit children and families.

3) **Be clear about the major purpose(s) for developing an assessment system,** recognizing that "one size does not fit all." Create an awareness that a single instrument cannot address all of the purposes of early childhood assessment.

4) **Consider the costs of the assessment system.** This includes the cost of the instrument as well as the cost of administering the assessment, teacher training, and data management and reporting. It is also important to consider which agency will be paying for it.

5) **Take a family-centered and inclusive approach.** Assessments of young children must take into account the considerable influences of the family system and home environment on their development. Elicit input from families and use a universal design that is appropriate for *all* children, including English learners and those with special needs.

6) **Release the assessment data in aggregate form, as part of a larger data set that addresses multifaceted aspects** of the program (e.g., program quality and family background of participants). This will help to guard against simplistic interpretations of the assessment data.

7) **Select assessment tools that are technically sound: check for validity and reliability.** Validity is the accuracy of the tool in measuring what it is intended to measure. Reliability is the degree to which the assessment measures consistently across different instances of measurement—such as across raters, times of measurement, or sets of items.

Consideration of the various agents that will be using the data gathered from the assessments is also key. To the extent that program administrators, county officials and state officials may have conflicting interests (or goals), the assessment system may generate biased outcomes depending on the incentives or disincentives the system includes. For example, if a county is required to submit data to the state for a statewide program rating, data collected by county officials may tend to overestimate the progress made by children enrolled in their programs. This is likely to be true in cases where children's collective progress in a program is associated with the amount of state funding it can secure. In such instances, not only may the assessment system generate false results, it may also penalize programs that are committed to serving children with more challenging needs.

Studies have shown that ratings of children tend to be accurate among early childhood teachers who have had appropriate training, but that biases may be introduced when their ratings are known to influence program funding (Meisels & Atkins-Burnett, 2000). This type of punitive approach to funding is *not* the case in California, where state funds for child development programs are apportioned based on established formulas, and programs are not held accountable for specific benchmarks of child achievement. Rather, state-funded programs are responsible for demonstrating that individual children are making progress over time and that programs are implementing program quality standards and are in compliance with all contract requirements.

Guiding principles for the assessment of young children

The National Education Goals Panel developed the following major themes in their guidelines (Shepard, Kagan, & Wurtz, 1998) regarding the design and practice of assessment in early childhood. These themes are in agreement with more recent recommendations in a position statement from the National Association for the Education of Young Children in collaboration with the National Association of Early Childhood Specialists in State Departments of Education (2003):

(1) First and foremost, the assessment should be beneficial to the child and helpful to teachers in modifying the curriculum and instruction to better meet the needs of the child.

The assessment should be age-appropriate in content and include all developmental and learning domains pertaining to young children. These include the social, emotional, cognitive, physical, and adaptive domains, the latter being particularly important for children with special needs.[4] The content of the assessment should be relevant to program goals and integrated with the curriculum, so that teachers can use assessment information to guide their day-to-day instructional practices.

[4] Domains as identified by a U.S. Office of Special Education Program-sponsored expert work group on early childhood outcomes, January 2003.

(2) Administrators and practitioners should use age-appropriate methods of data collection.

Instead of paper-and-pencil tests that generally are neither adequate nor appropriate for assessing young children, the assessment should be based on ongoing observations across a range of naturally occurring activities that take place as part of the child's everyday routine. In addition, information about a child's growth and development should be gathered and documented at regular intervals, over an extended period of time. This is necessary since observations at any one point in time do not provide a complete picture of a child's development. Multiple methods should be used to gather information, including input from all of the teachers who work with the child as well as family members, anecdotal records, photographs, examples of children's work and behaviors, language samples, and other documentation of children's developmental status. In general, the assessment system as a whole should emphasize a child's strengths and competencies, and foster a child's confidence and desire for learning.

(3) It is also important to acknowledge diversity and individual differences in the design and implementation of assessment measures.

More specifically, assessment procedures and instruments should accommodate differences in cultural and linguistic background, as well as a variety of learning styles and learning rates. Keep in mind that all assessments, to a certain extent, are measures of one's language ability (Shepard, Kagan, Wurtz, 1998). In other words, assessment results are easily confounded by language proficiency. Each child's first and second language development should be taken into account when determining appropriate assessment methods and interpreting the meaning of assessment results. Similarly, the concept of "cultural competence," or "effectively operating in different cultural contexts" is relevant to assessment systems, in that assessments should be fair and nondiscriminatory for children from diverse backgrounds or with special needs (Cross, et. al, 1989).

(4) Finally, it is critical to include parents, teachers and other adult caregivers in a collaborative process of child assessment.

The emphasis on naturalistic observation in the above guidelines is supported by the recommendations of national leaders in the field of early childhood development. In a survey conducted by the Erikson Institute, experts in the assessment of young children identified a strong match between the program curriculum and the skills to be assessed as one of the most important characteristics of a sound assessment system (Horton and Bowman, 2002).

With regard to assessment data, the most favored methods included the use of teacher observations and meetings (e.g., weekly teacher meetings to examine individual cases and to improve the curriculum) and the use of portfolios (i.e., the collection of student work samples). The least favorable methods included standardized tests and work sheets. The majority of the experts surveyed viewed standardized tests as a poor means of assessing young children. A smaller group suggested that standardized tests could be used for program evaluation (by way of pre/post design carried out on a district-wide sample), but cautioned against the use of such instruments for individualized assessments of each child. The study also surveyed state-funded

preschool programs to examine child assessment practices across the nation. Almost 70 percent of state-funded preschool programs reported that they mandate or widely use observational techniques in their assessment systems. This is consistent with the recommendations of the early childhood experts who were surveyed.

Two additional guidelines are included here as important considerations with regard to assessing children in California's inclusive and linguistically diverse preschool programs:

(5) Utilizing a "universal design" in the development and implementation of assessment instruments ensures that measures are used appropriately for *all* children.

Universal design implies that all measures have been reviewed and revised to include language that applies to the broadest population possible. For example, language such as "child points to musical toy" might be written as "child attends to musical toy", so that children with vision impairments or physical limitations have the best possibility of demonstrating their performance, based on the intent of the measure (in this case, a measure to demonstrate that the child is aware of a particular object in his or her environment).

The federal Individuals with Disabilities Education Act (IDEA) requires that states establish performance goals for students with disabilities that are consistent, to the maximum extent appropriate, with other goals and standards in place for non-disabled students. In addition, the law requires that states include children with disabilities in the general state and district-wide assessment programs (i.e., those intended for typically developing children), with appropriate accommodations, as necessary. Further, states are required to develop guidelines for the participation of children with disabilities in alternate assessments for those children who cannot participate in state and district-wide assessment programs. Thus, children with disabilities are to be assessed using the same measures as are used for typically developing children, unless it can be shown that alternate assessments are more appropriate for particular individuals. A universal design helps to ensure that the broadest range of children with special needs are included in district- or state-level assessment systems for the general population.

(6) Assessments of English learners should be administered by persons who understand the child's primary means of communication.

As described earlier, assessment results are easily confounded by language proficiency. Preschool children who are English learners may take longer to produce language because they are absorbing the sounds, vocabulary and conventions of two or more languages. Thus, since early childhood assessments rely to some extent on children's language abilities to assess their development in other domains (cognitive, social, etc.), English learners may be inappropriately penalized if the assessor does not speak or understand the child's primary language. If the child's teacher does not communicate fluently in the child's primary language, the assistance of someone who does should be sought in order to document observations, determine the child's level(s) of development, and track child progress with accuracy.

General Principles to Guide Policy and Practice in the Assessment of Preschoolers

Principles and Recommendations for Early Childhood Assessments (Shepard, Kagan, & Wurtz, 1998) lists six general principles for guiding policymakers and practitioners in their design of assessments for young children. These include:

- Assessment should bring about benefits for children—either in direct services or improved quality of educational programs.
- Assessments should be tailored to a specific purpose and should be reliable, valid, and fair for that purpose.
- Assessment policies should be designed recognizing that reliability and validity of assessments increase with children's age.
- Assessments should be age-appropriate in both content (i.e., addressing the full range of early learning and developmental domains) and the method of data collection (i.e., in familiar contexts and without reliance on paper-and-pencil tasks).
- Assessments should be linguistically and culturally appropriate, recognizing that to some extent, all assessments are measures of language.
- Parents should be a valued source of assessment information, as well as an audience for assessment results. Assessments should include multiple sources of evidence, especially reports from parents and teachers. Sharing results with parents should be part of an ongoing process that involves parents in their child's education.

Screening children for possible special needs

Screening children for possible special needs is an essential function of child assessment. The purpose of this type of screening is not to make a diagnosis, but rather to identify children in need of referral for a more in-depth assessment of special needs. Research suggests that early identification of special needs, and early intervention to address them, has many benefits. Children with disabilities who receive early-intervention services show "significant" developmental improvements even after only one year of service, according to a report to Congress by the federal Department of Education (2003). Moreover, there is evidence that the earlier the identification of special needs and the onset of intervention, the better. Hence, ideally, many disabilities and special needs will be identified and treated long before a child reaches preschool age. However, since some types of special needs are not easily recognized prior to the preschool years, screening at the preschool level offers a critical opportunity to identify children with special needs.

The First 5 California Commission on Children and Families' new California Special Needs Project will include, among other deliverables, the development of a universal safeguards protocol to (1) identify and/or develop the tools and strategies for screening all children; (2) to develop trainings and train trainers and implementers; and 3) to work with the contract evaluator to assess the effectiveness of screening tools and strategies. Hence, this section will not go into depth on the topic of screening children for possible special needs. We offer here only the following general guidelines:

- Upon entry to preschool programs, all children should be screened for health needs, including hearing and vision checks.
- Early screening through the periodic use of parental report screening instruments should be encouraged. The American Academy of Sciences has identified valid, reliable, sensitive and specific tools for identifying children in need of further assessment. These include the Parents' Evaluation of Developmental Status (PEDS),[5] the Ages and Stages Questionnaires,[6] and the Child Development Inventories[7] as appropriate parental screening tools for preschool-age children (Dunkle, M. & Vismara, L., 2003).
- Since screening measures are, by design, quick, shortened versions of more in-depth assessments, they are generally less reliable. Thus, they should not be used as a substitute for comprehensive in-depth assessment. The potential benefits of early intervention are great, but so is the possible harm that could result from inappropriate labeling and treatments resulting from inadequate or inaccurate assessments. Screening measures should never be the only assessment used to identify children for special education.
- Screening tools should be used to identify and refer children who appear to need more in-depth assessments. Referrals to the appropriate specialist(s) should be made for those children whose screening results suggest the need for more comprehensive evaluation.
- Teachers, parents, and physicians should seek in-depth assessments as soon as developmental delays or potential disabilities are suspected.
- For potential cognitive or language disorders, measures should meet the highest standards of reliability and validity, be administered and interpreted by trained professionals, include multiple sources of evidence in both home and school settings, and be used in conjunction with primary language assessments for children with more than one language (i.e., English learners) (Shepard, Kagan and Wurtz, 1998).

Assessing Family Experiences and Satisfaction

Effective preschool programs not only support children's growth and development, but also support their families. Family members are children's first teachers, and research suggests that partnerships with families have substantial long-term benefits for children (Henderson & Berla, 1994). Thus, assessing families' experiences with preschool programs is another important form of preschool-related assessment.

Although "family-centered" programs are increasingly seen as the most effective approach to enhancing the development of young children, researchers and evaluators have only recently begun to come to consensus on the identification of specific family-related benefits or "outcomes" to be expected from preschool programs. There has been relatively less discussion regarding how best to measure family outcomes. Whereas program accountability regarding interactions with families generally rests with ensuring that staff members provide families with information about the program and its policies, their child's developmental status and progress, and opportunities for involvement and parent conferences, many programs are incorporating the

[5] For more information, see http://www.pedstest.com/test/peds_intro.html
[6] For more information, see http://www.brookespublishing.com/store/books/bricker-asq/index.htm
[7] For more information, see http://www.firstsigns.org/downloads/CDIs_subdoc.PDF

concept of "family partnership" as a key program goal. Family-staff partnerships, or relationships based on trust, mutual respect, open communication, and a collaborative attitude, are acknowledged as integral to the provision of family-centered services. Research also confirms that family involvement in a child's education increases the child's long-term achievement and school success (Henderson and Berla, 1994).

Programs can use assessments of family experiences and satisfaction to find out whether families perceive staff to be responsive to families' needs, to welcome family members as partners in their children's learning and development, and to encourage family involvement in meaningful ways. In addition, input from parents can help programs identify information that parents want, or provide an opportunity for parents to express more general or specific suggestions for program improvement. Evaluation of program strategies to promote effective two-way communication between staff and families is another way that assessment can be used for program improvement. Increasingly, programs are striving to move beyond general measures of family satisfaction toward assessments that provide a more comprehensive understanding of family perspectives regarding program efforts to foster family partnerships that support children's learning and development.

Measures of family satisfaction, although important, can be difficult to interpret, since family members may not have a standard against which to judge the services their child is receiving (Simeonsson, 1988). In addition, studies suggest that most parents report a high degree of satisfaction with services their children receive, so satisfaction measures may not be as sensitive to changes in programs and services over time (McNaughton, 1994). Nonetheless, parent satisfaction with services is a critical outcome, since it provides a check on the degree to which programs are providing services that are family-centered and satisfying to their users. In addition, consumer satisfaction has been related to more active participation and follow-through in medical and educational services, as well as to the perceived benefits of services (Bailey, et.al. 1998).

To avoid some of the pitfalls of more general family satisfaction measures, the design of a family assessment tool should ensure that the measures cover the range of services provided (e.g., information exchange, communication styles and formats, development and attainment of child and family goals) yet are specific enough to differentiate between various program practices and their impacts on families and their children (Bailey et al., p. 317).

While few child development staff question the importance of partnerships with families, many talk about a variety of challenges associated with building and maintaining partnerships with families. Challenges include long work hours for parents, cultural or linguistic barriers, lack of understanding on the part of parents and/or staff about the importance of parent involvement, and a lack of training among child development staff to communicate and engage effectively with family members. Despite the many challenges facing families, national survey data indicate that participating in their children's education is a priority among families, regardless of their education or socio-economic status.

Assessment of program policies and procedures that impact communication and collaboration with families is one way to identify training needs and areas for improvement. A number of

program self-assessment tools have been identified by the CDE in its *Family Partnership Initiative Training Manual.* Since effective partnerships begin with good two-way communication, assessment of staff communication skills from the perspective of both staff and family members is a good place to begin. A basic element of good communication with families is the ability of staff to understand and be responsive to each child's family and cultural traditions and practices. Programs that succeed in establishing effective two-way communication with families can then take steps to strengthen their partnerships with families in numerous other ways. They are more able to respond to families' expressed needs and suggestions, and are open to offering the types of opportunities that maximize family members' involvement in and support of their child's learning both in the program and at home. Only when family members have and take advantage of the opportunity, through parent conferences, advisory committees, or other outlets, to express their own vision of family participation in the life of the program, will a true partnership between staff and families begin to develop. Programs can provide such opportunities by first determining the communication formats that work best for the families served and then using these formats to encourage two-way exchanges via parent conferences, meetings, parent and child together times, take-home reading programs, family surveys, or other modes of communication.

Assessing Program Quality

Child and family assessments that inform programs about their direct impacts are useful for shaping day-to-day instructional activities and implementing family-friendly processes, but are insufficient for identifying program areas to target for program quality improvement. Assessments designed to evaluate children's learning environments are now widely used. They are a component of California's monitoring system for state-funded child development programs, and for evaluation of school readiness programs and early childhood staff training and retention incentive program quality.[8] These environmental rating tools can be used for periodic self-study by program staff, by outside evaluators for monitoring program quality, or by researchers as objective measures of program quality. For program staff, they provide a self-check on major program components related to program quality (e.g., space and furnishings, activities, adult-child interactions, and program structure), and for evaluators and researchers, they are used to assess the overall quality of preschool programs, to target technical assistance, or to measure the impact of program quality improvement efforts.

There are two types of program quality that child development researchers agree are important: *process* quality and *structural* quality. Process quality includes the interactions children have with adults, peers, and materials, whereas structural quality refers to the types of standards that may be subject to regulation, such as adult-child ratios, group size, and staff qualifications. Both impact children's learning and development; process quality does this most directly, and is

[8] Use of standardized environment rating scales for program self-study are now required for state-funded child development programs on a yearly basis. Their use is also required by a number of counties receiving First 5 California funds to implement compensation and retention, training, and school readiness programs.

influenced by aspects of structural quality.[9] Ongoing assessment of program quality is key to early identification of areas for improvement and maintenance of high quality standards.

The aspects of structural quality that consistently predict high process quality in early childhood programs include teacher education in early care and education, staff compensation, stability of teaching staff (i.e., low teacher turnover), adult/child ratios, and group size. Staff training and certification that lead to levels of compensation comparable to that of teachers working in the K-12 system and professional standards for adult/child ratios are two factors that are associated with the lowest levels of teacher turnover and improved child outcomes. Incorporating goals and benchmarks for these components of structural quality should be part of every preschool program's self-assessment process. California's licensing requirements for center- and family child care home-based programs constitute a foundation for the basic components of structural quality, such as health and safety, adult/child ratios, and staff qualifications. Program quality reviews to determine compliance with California's child development standards or eligibility for accreditation by the National Association for the Education of Young Children include components of both process and structural quality, and require periodic updates that are designed to maintain high standards of program quality over time.

In addition, a widely used standardized environment rating scale for preschool programs is the ***Early Childhood Environment Rating Scale (ECERS)*** (Harms, Clifford, and Cryer, 1998)**.** The ECERS-R (revised in 1998) primarily assesses process quality—the interactions between all members of the preschool classroom environment and the interactions children have with the materials in their environment—as well as some of the structural features such as space, schedule and materials that support these interactions. The ECERS tool relies on careful observation of the child's environment, such as the interactions between them and program staff or peers, interactions between them and classroom activities, supervision, arrangement of space, and other factors that support their learning. The scale does not measure structural indicators such as staff to child ratio and class size, but it does include some aspects of structural quality. In general, the scale contains items that examine the physical environment, curriculum, schedule and structure, basic care, interactions, discipline, and parent and staff education.
ECERS is built on the understanding that children have three basic and equally important needs: 1) the protection of their health and safety, 2) the nurturing of positive relationships with parents, family, community and other children, and 3) the opportunities for stimulation and experiential learning (Harms, Clifford and Cryer, 2000). The early childhood environment is defined broadly—the arrangement of indoor and outdoor space, the materials and activities offered to children, the supervision and interactions (including language) that occur, and the schedule of the day, including routines and activities. Support offered to parents and staff is also included. This tool is accompanied by a complete multimedia training program (including interactive video and workbook), and has been widely used in the assessment of preschool program quality within and outside the state of California, both for ongoing program monitoring and large-scale research projects. It is considered to be reliable and valid, and suitable for the evaluation of inclusive and culturally diverse programs.

[9] Superintendent's Universal Preschool Task Force Report, p. 18 (Kontos and others 1995; Whitebook and others 1990; Howes and others 1992)

Using the ECERS-R, a trained observer visits and observes a classroom for approximately three or four hours (or enough time to observe greetings and departures and all activities in between). The observer selects from among brief descriptions of tangible aspects of the environment that are arranged along a continuum ranging from "inadequate" to "minimal" to "good" to "excellent" (a numerical scale of from 1 to 7), for each of 43 subscales. Findings can be profiled on a single page, to highlight trends by major theme, and to pinpoint individual subscales in need of improvement. Because the descriptions are very concrete, it is easy for the user to know exactly what is needed to move from a subscale rating of "minimal" to "good," for example.

Although inter-rater reliability on the ECERS-R requires rigorous training and regular checks against independent "anchor" reliability raters[10] from outside of the program, the instrument is being used more broadly by program staff who are not necessarily trained to achieve this level of inter-rater reliability. In these cases, the ratings can be instructive for self-study and program improvement, but should not be relied upon for high stakes accountability (Whitebook, Sakai, Howes, and Wishard, 2003). The CDE/CDD now requires all state-funded preschool programs to conduct an annual program self-study and report on their findings (including an action plan based on key findings) using the ECERS-R. The CDE/CDD Field Services branch uses selected subscales as part of a comprehensive program review, and compares its findings with those of the program every three years.[11] In addition, training and use of the scales is a requirement for staff receiving stipend incentives from First 5 California-funded compensation and retention initiative programs that exist in most counties. Recently funded school readiness programs are also using the ECERS as a tool to assess prekindergarten program quality.

Another tool used by programs to evaluate program quality is the ***Assessment Profile for Early Childhood Programs***[12] (Abbott-Shim & Sibley, 1998), an observational checklist containing 147 Yes/No items designed to self-assess five aspects of the classroom environment: the learning environment, curriculum, interactions, individualizing, and health and safety. The *Assessment Profile* has been used in a number of national studies of early childhood programs (For example, the FACES battery includes the Learning Environment and Scheduling subscales of the ***Assessment Profile for Early Childhood Programs***).

A commonly used measure of process quality (teacher-child interactions) is the ***Caregiver Interaction Scale*** (Arnett, 1989) that rates teachers' sensitivity during their interactions with children. The measure consists of 26 items that yield three scores (sensitivity—warm, attentive, engaged; harshness—critical, punitive; detachment—low levels of interaction, interest, or supervision) which are combined to create an overall caregiver quality score. The ratings are made after two 45-minute observations conducted on two separate occasions by two separate observers. The ***Caregiver Interaction Scale*** is relatively easy to learn to use and it has been included in numerous studies of child care quality.

[10] To increase inter-rater reliability, assessors may be trained to become reliability "anchors" to ensure consistency of ratings among users of the ECERS-R for research or other purposes requiring this level of rigor.
[11] Contract Monitoring Reviews (CMR) are conducted every three years for non-LEA based programs, and Coordinated Compliance Reviews (CCR) are conducted every four years for LEA-based programs.
[12] For on-line information about the *Assessment Profile for Early Childhood Programs*, see http://www.qassist.com/assm.htm

A relatively new environmental assessment instrument that is less widely known but which focuses on an area of increasing state and national importance is the ***Early Language and Literacy Classroom Observation (ELLCO)*** (Smith and Dickinson, 2002). This is a field-tested observation tool, designed for use in prekindergarten through third grade classrooms to assess environmental factors that are specifically related to literacy and language development in young children. The toolkit includes an environment checklist, a classroom observation and teacher interview instrument, and a literacy activities rating scale. The assessment may be administered by program directors, supervisors, or teachers. It helps programs to assess their classrooms on 14 variables that span four functional areas: classroom functional environment, the interactive environment, language and literacy facilitation, and broad support for literacy.

These types of rating scales are also useful as teaching tools for staff, because their design makes very clear exactly what is needed to improve program quality in specific areas. Teachers have found them to be straightforward to use, meaningful in terms of identifying areas for improvement, and informative in assessing changes in program quality over time.

Putting It All Together: California's *Desired Results for Children and Families* System

Many states have developed, or are currently developing, early childhood standards and assessment systems in this era of results-based accountability.[13] California's *Desired Results for Children and Families* System has the merit of incorporating all three types of assessment described above—child-based assessment in the form of the Desired Results Developmental Profile (DRDP), family-based assessment in the form of an annual family survey, and program-based assessment in the form of annual use of the Early Childhood Environment Rating Scale (ECERS) described above, and a process for conducting ongoing program self-evaluation, which programs must all implement in order to receive state funding.

The *Desired Results* system is unique in that is was designed to include *all* children. Guidelines for environmental or other adaptations that can be used by teachers to assess children with disabilities on the same set of DRDP measures are incorporated as part of Desired Results *Access*—the parallel project implemented through collaboration between CDE's Child Development and Special Education Divisions.

Background on the Development of the Desired Results System

The state Department of Education, Child Development Division, developed the *Desired Results for Children and Families* system between 1996 and 2000 to improve the quality of the child development services it provides. The system is designed to document the progress made by children and families toward the achievement of desired results. By documenting progress over time, the Desired Results system provides concrete information to help practitioners and program administrators focus on specific program components, as necessary, to improve program quality.

[13] A recent survey by Project SPARC found that 30 states have developed early childhood outcome standards, but relatively few states have also developed inclusive assessment systems that are aligned to these standards.

The Desired Results for children include:

- Children are personally and socially competent.
- Children are effective learners.
- Children show physical and motor competence.
- Children are safe and healthy.

The Desired Results for families include:

- Families support their children's learning and development.
- Families achieve their goals.

The CDE/CDD acknowledges that there are many contributors to the achievement of these desired results. The most basic assumption behind this set of results is that no single program or type of program is capable of achieving the desired results by itself, and therefore no one program can be held solely accountable for that achievement or lack of achievement. The desired results are achieved by the combined contributions of the network of local, regional, and statewide early care and development services, conditioned, of course, by the larger environment within which children and families live.

At the same time, there is an assumption that each component within the network of services does in fact make its own contribution to the achievement of desired results. This assumption is already implicit in the multiplicity of programs that form the CDE child development service system. Each program was created for a specific purpose that expresses the manner in which that program is intended to contribute to the desired results. The measures included in the desired results structure are designed to capture the actual level of that contribution.

What is the Desired Results for Children and Families System?

The Desired Results System is a results-based accountability system that is aligned with the California Department of Education's overall goals for children and families and is linked to the language, literacy, and mathematics content and performance standards for kindergarten through 12th grade. The system was designed in 1996 by the California Department of Education, Child Development Division to do the following:

- Serve as a framework for documenting progress of all children and families
- Give teachers concrete information to use to modify curriculum
- Document how all children are benefiting from programs (for community- and state-level policymakers)
- Target technical assistance for ongoing program quality improvement

Progress of children and families is assessed through the structured observations of children (the Desired Results Developmental Profiles or "DRDPs") and input from parents (via family surveys and parent conferences). Evaluation of program quality is accomplished through the use of standardized Environment Rating Scales and compliance review instruments. Together, the information provided by the DRDPs, family surveys, and self-studies using the environment rating scales contribute to an overall assessment of program strengths and weaknesses. Program staff complete an "action plan" on a yearly basis that uses the findings about children's progress, family experiences and satisfaction, and program quality to determine areas to focus on and action steps for program improvements leading to enhanced child and family results.

The Desired Results Developmental Profile[14]

The Desired Results Developmental Profile (DRDP), a component of the *Desired Results for Children and Families* system described above, is California's response to the design of a child-based assessment. The Desired Results Developmental Profile (DRDP) is a structured observation tool that helps teachers to track children's progress over time across key domains of development, as described by the four desired results for children. The model uses a research-based conceptual framework that describes how children typically progress in key domains of development (e.g., social-emotional, cognitive, language and literacy, early math, physical and health). The DRDP thus provides teachers and caregivers with a framework for organizing their observations of children so that children's progress can be documented. This type of assessment is "curriculum-embedded," in that it is integrated with developmentally and age-appropriate instructional practices and thus can be used to inform curricular decisions for individual children and groups of children.

For each desired result (e.g., "Children are personally and socially competent"), there are from one to four *indicators*, which are clusters of related developmental themes that define the desired result more precisely so that it can be measured. The indicators describe the specific aspects of development that would indicate that a desired result is being achieved. The indicators for each of the four desired results for children are listed below:[15]

Desired Result 1: Children are personally and socially competent.

Indicators:
- **1-1.** Children show self-awareness and a positive self-concept.
- **1-2.** Children demonstrate effective social and interpersonal skills.
- **1-3.** Children demonstrate effective self-regulation in their behavior.
- **1-4.** Children show growing abilities in communication and language.

Desired Result 2: Children are effective learners.

Indicators:
- **2-1.** Children are interested in learning new things.
- **2-2.** Children show cognitive competence and problem-solving skills through play and daily activities.
- **2-3.** Children show interest in real-life mathematical concepts.
- **2-4.** Children demonstrate emerging literacy skills.

Desired Result 3: Children show physical and motor competence.

Indicator:
- **3-1:** Children demonstrate an increased proficiency in motor skills.

[14] The description of the DRDP is based on recent work by CDE to revise the instrument in order to improve its validity and reliability. The revised version is expected to be available to the field during the 2005-2006 school year.
[15] The Desired Results and Indicators span children's development from birth to five years (infants, toddlers, and preschoolers) and from five through 12 years for children who are served in before- and after-school programs.

Desired Result 4: Children are safe and healthy.

Indicator: 4-1: Children show an emerging awareness and practice of safe and healthy behavior.

The Desired Results and Indicators are broad statements that cannot be measured directly. Thus, for each indicator, there are two or more *developmental themes* that are the specific domains of development that can be measured over time. For example, the developmental themes for preschoolers that are included for Desired Result 1 (Children are personally and socially competent), and Indicator 1-1 (Children show self-awareness and positive self-concept), are "identifies self," "sense of own ability to do things," and "expression of self: feelings." These are the concepts for which three to five developmental levels are described from which teachers select the most appropriate one for the child they are assessing. The developmental levels (or "landmarks" of development) within each theme are described and illustrated using examples of children's behaviors or language that teachers can observe during typical daily routines in developmentally appropriate program activities. The examples depict the types of behaviors that would have to be observed in order for a child to demonstrate mastery of each developmental level. Teachers select the developmental level that best describes the behavior or skill that the child typically and regularly exhibits.

Using these frameworks, each DRDP describes a continuum of development in areas such as social skills, language, and motor skills. Instead of setting up artificial testing situations, teachers use naturalistic observation techniques, document their observations (i.e., anecdotal records), and select the developmental level (for each developmental domain and sub-domain, or "developmental theme") that best matches the developmental level of the child they are observing. Thus, teachers can map a child's progress along the model as he or she grows and develops throughout the year, and over the course of a number of years. There are four DRDP instruments, covering a continuum of development across the same set of desired results and indicators for children from birth through 12 years: birth to 3 years, 3 years through prekindergarten, 5 through 8 years, and 9 through 12 years.

The DRDP instruments have been mandated for use by CDD-funded programs since 2001-2002, which marked the beginning of a 4-year phased-in implementation period to include all state-funded center-based programs and family child care home networks by 2005-2006. At that time, and for the first time in the history of the CDE/CDD, all of these programs will be using the same set of results-based structured observations to track children's progress toward the achievement of desired results across a broad number of developmental areas. The DRDP Access instrument includes the same measures as the DRDPs, with the addition of guidance for environmental and other adaptations to be used (as appropriate) for children ages birth to five years who have Individual Education Programs (IEPs) or Individualized Family Service Plans (IFSPs).

The Desired Results system requires that teachers develop the observational skills necessary to use the DRDP appropriately. In addition, once teachers map an individual child's development using the DRDP, they are required to use this information for curricular planning, so that

children's development is supported and enhanced. Training will be needed on an ongoing basis to help teachers conduct meaningful observations and to use the information to support children's learning and development. CDE is also in the process of developing and refining electronic formats of the DRDP that will be used to generate summary information about individual children and groups of children, in addition to developing other reporting formats to aid programs in their use of the data. The system will also allow users to integrate their findings about children, families, and program quality with curriculum planning and program improvement strategies.

California's Desired Results Family Survey

To assess families' experiences and satisfaction with their child's preschool program, the California Department of Education has developed the *Desired Results Family Survey*. The survey is based upon the two desired results for families, namely that "families support their child's learning and development" and that "families achieve their goals."
Because programs are keenly aware of the limits of their influence in impacting *how* families support their children's learning, the survey focuses on those practices that are within a program's locus of control: providing information to families about a range of topics (and being responsive to families' expressed desires for specific types of information), including their child's developmental progress; providing a safe and nurturing environment for children so that family members' work and life goals can be achieved; and providing opportunities for family members' involvement and participation in the program.

The *Desired Results Family Survey* includes questions about families' satisfaction with the types of information they receive from the program, the ways in which program staff communicate with and support them and their child, and program characteristics, such as indoor and outdoor space, materials and equipment, activities, and staff.

In addition to surveys, family perspectives can be obtained via personal interviews, focus groups, feedback sessions following special events or meetings involving families, or by parent-run data gathering efforts. To protect family confidentiality, programs should be willing to accept anonymous input from families who do not wish to identify themselves.

CDE/CDD-funded child development programs are required to administer the *Family Survey* on an annual basis. Survey results are summarized and compared with information gleaned from the child and program quality assessments, in order to determine appropriate goals and action steps for program improvements that enhance child and family outcomes. In this way, program staff can look for corroborating evidence indicating specific areas in need of improvement. For example, if child data show that a group of four-year-old children are not showing progress in the area of conflict resolution with their peers, family survey data show that families are not satisfied with the ways in which children play and interact with each other, and program quality ratings show that the program is "inadequate" on the subscale for "interactions among children," program staff might conclude that they should consider new strategies to foster more positive interactions between children, and should take steps to communicate these strategies to family members so that they could reinforce them at home.

Integrating Assessment Data to Improve Program Results for Children and Families

Integrating aggregated assessments of children, family experiences, and program quality can provide meaningful information for evaluating program strengths and identifying areas for improvement to enhance child and family results. Program staff can begin to use these data sources to look for emerging themes, identify corroborating evidence or to determine areas for targeted follow-up data gathering. Training sessions for programs preparing to implement the Desired Results system in California now include practice in using these types of data for program improvements to enhance child and family results.

In general, the use of child assessment data to monitor trends or evaluate programs for accountability purposes requires high standards of technical accuracy, particularly if important policy decisions are to be based on their findings. By using sufficient numbers of children and aggregate measures, greater accuracy can be ensured. For preschool children, social indicators, such as the percentage of children in poverty who participate in school readiness programs, are appropriate as aggregate measures. To ensure the greatest validity and reliability, direct assessment of children's learning (cognitive, language, social, or motor) should be conducted by trained examiners under controlled conditions. These types of assessments are costly and burdensome on staff and children, so sampling procedures are often used. Alternatively, program staff can collect valid and reliable child assessment data if the assessment tool is designed for this purpose, if data are not used to make high stakes decisions about individual children, and if staff receive appropriate and ongoing training to conduct the assessments and use the information for curriculum planning that supports the developmental progress of individual and groups of children.

Computerized data entry and management systems are also being developed to aid staff in compiling the information in user-friendly ways to enable aggregation of data in multiple formats—such as displaying child assessment data for a group of children by age, or program quality information by type of program or funding type (e.g., state preschool, general child care, and Head Start). In addition, computerized analysis formats will allow users to generate growth charts over time for individual children and groups of children, or to show graphically programs' strengths or weaknesses with regard to aspects such as program quality variables, child assessment data, and family satisfaction. These potential uses of assessment data are all representative of how program staff and administrators can use the data they generate to inform areas for program improvements that enhance child and family results. These strategies assume that the data collected are directly related to, and broadly representative of, program goals and objectives, are sensitive to cultural and linguistic norms and values and thus appropriate for the populations served, reflect recent theory and research, have practical relevance, and are derived from psychometrically sound measurement strategies (i.e., are valid and reliable).

Training in the use of assessment data for program improvements that enhance child and family results will be needed on an ongoing basis—and as data systems become increasingly available for computerized analysis and reporting, the possibilities will expand for administrators and staff to gain new insights into the strengths and weaknesses of their program. With these new tools at their fingertips, staff will also need assistance in determining how and where to make

adjustments to current practice to improve results for children and families. Regional training and technical assistance networks throughout California are being designed and implemented by the Department of Education, Child Development Division with this purpose in mind, and with particular emphasis on strengthening the integration of assessment results with California's content and performance standards for kindergarten through grade 12.

Analysis of county-level school readiness applications for First 5 California funding revealed that several programs planned to contract with other agencies (e.g. local universities, consultants, or other government agencies) to conduct comprehensive program evaluation. Many programs mentioned they were planning on implementing some type of longitudinal tracking system. However, only a small number of programs mentioned they have school district database systems that allow tracking through 3rd grade. Pre- and post- models were also commonly mentioned. The majority of the applications provided lists of the types of outcomes and indicators to be measured, but did not detail their measurement methods. For example, the majority of the programs mentioned parents' satisfaction with children's progress, outcomes, or quality of care as examples of indicators of program effectiveness. Other indicators included children's successful transition to kindergarten, success in kindergarten, program enrollment, and expansion of the population served. Longer-term indicators mentioned by several programs included improved standardized test scores and decreased numbers of grade retentions.

Uses of Assessment in Program Evaluation

Evaluation of preschool programs to determine whether they are meeting the expected standards of quality and achieving the intended outcomes constitutes a unique purpose for the collection of assessment data. Program evaluations have the potential to showcase promising practices, attract new sources of funding, and inform programmatic and policy decisions. As the stakes increase in terms of program sustainability and public investments, it becomes correspondingly important that the standards for design, instrumentation, and analysis are well-defined and technically rigorous. The assessment methods and instruments for the purpose of program evaluations need to be closely aligned to the program's goals, and special attention must be given to issues of sampling and aggregation of data, to enable appropriate attribution of evaluation findings. Data are gathered about groups of children or families and reported in aggregate form. If sufficient numbers of children or families are sampled, the accuracy of the findings can be ensured. Thus, findings are used to make decisions about programs, and not individuals.

To safeguard against the misuse of child assessment data (e.g., to make decisions about individual children) for the purposes of program evaluation, matrix sampling procedures may be considered.[16] In addition, social or population indicators, that focus on the adequacy of services (e.g., percent of children or families served) or the conditions in the environment (e.g., percent of children living in poverty) are also used as broad snapshots at a single point in time, and to monitor trends over time. Several examples of recent or ongoing program evaluations in California are discussed below.

[16] Matrix sampling is a statistical technique whereby each child takes only part of the total assessment. [See also http://pareonline.net/getvn.asp?v=8&n=16 or http://nces.ed.gov/nationsreportcard/pubs/guide/ques20.asp for more information about matrix sampling]

First 5 California School Readiness Initiative Evaluation and implications for evaluation of preschool programs

The School Readiness (SR) Evaluation underway by SRI, with assistance from AIR, is guided by the First 5 Commission's framework, which is drawn from the National Educational Goals Panel (NEGP) definition of three broad, interrelated components of school readiness:

- Children's readiness for school,
- Schools' readiness for children, and
- Family and community supports and services that contribute to children's readiness for school.

Thus, the school readiness evaluation also lends itself to the three basic types of assessment – child-based, family-based, and program-based, and SRI International has designed the evaluation accordingly. The statewide evaluation includes teacher-administered assessments of entering kindergartners, interviews with families, and surveys of the membership of multiple stakeholder groups (i.e., teachers, County Commission Executive Directors, SR Coordinators, etc.).

The child assessment tool being used is the *Modified Desired Results Developmental Profile* (MDRDP), which incorporates selected measures from the 3 years-through-prekindergarten DRDP and the kindergarten-through-seven years DRDP. The measures were chosen to represent key domains of learning that the SR programs are designed to impact. It is intended to provide a snapshot of children's developmental competencies when they enter kindergarten. Because this single measure is being used for a large sample of children from a statewide representative sample of underperforming schools, it will allow for many statistical comparisons that would not have been possible if different measures were used across the state. Successive cohorts of incoming kindergarteners will be assessed.
The Family Interviews include questions to the parents of incoming kindergarteners about their children's preschool experiences, kindergarten transition experiences, family literacy activities, children's health and motor skills, and family demographics.

Information about the structure, implementation, and quality of the school readiness programs being implemented in each of the sampled counties will also be collected. Together, these data sources will provide a comprehensive picture of the implementation and impact of the First 5-funded school readiness programs across the state.

The statewide evaluation of school readiness programs will provide tremendous insights for participating counties about the impact of their school readiness programs. In addition, counties that are not included in the sample have an opportunity to use a similar design in order to compare themselves to the statewide sample. Through a Memorandum of Understanding between county commissions and the statewide commission, the MDRDP is being made available for use beyond the First 5 SR Evaluation. Counties may wish to use the MDRDP as one of the child measures they can use to obtain a snapshot of entering kindergartners' developmental competencies, so they can monitor local trends over time, in addition to having access to statewide comparison data from the SRI evaluation, as a measure of their relative success. It is important to stress, however, that the MDRDP is not intended as a diagnostic tool

for classifying which children will or will not do well in school. However, it does provide a brief profile of the child's current levels of development in key domains, and is suitable for large groups of children for whom data will be aggregated for the purpose of monitoring trends over time.

School readiness evaluation: Local examples

Many states and localities are interested in identifying indicators of school readiness that can be used to contribute in positive ways to children's early learning and school success. For example, the School Readiness Indicators Initiative works with 17 states to develop a comprehensive set of school readiness indicators to inform public policy for young children and their families. The School Readiness Indicators Initiative has three goals: 1) to create sets of indicators in states to describe school readiness, 2) to use the indicators to influence state policy on children's issues, and 3) to communicate data meaningfully within states and around the country.[17] Regardless of the increasing interest in identifying school readiness indicators and assessment tools, the same cautions with regard to the appropriate uses of assessment in early childhood apply to school readiness assessments. Attention should be given to ethical use of assessment information to benefit children, not harm them. Assessments should be broadly focused, should be embedded in curriculum, should use multiple sources of evidence, and should be based on systematic observation of children over time. In addition, readiness assessments should consider the reciprocal and dynamic role of the learning context and program quality (i.e., the roles of programs, teachers, learning opportunities, and so on) in addressing school readiness issues in the most comprehensive and holistic manner.

A review of county-level proposals for First 5-funded school readiness programs revealed that the most commonly mentioned child assessment strategies included the following: Desired Results Developmental Profiles, "school readiness standards, assessments, or measures" (unspecified), the Brigance, High Scope Child Observation Record (COR), Ages and Stages Questionnaire (ASQ), and portfolios. Many programs mentioned they planned to use some developmental domains and results indicators but did not specify instruments. There were also several that mentioned the use of pre-school exit or kindergarten entry assessments and/or other pre- and post-intervention assessment models. Many programs indicated an emphasis on language and literacy assessments; however, the majority of these programs did not specify the instrument to be used for language assessment. Among the few that did, the Language Assessment Scale (or the Pre-LAS for prekindergarten through first grade) and the California English Language Development Test (administered annually, beginning in kindergarten) were commonly mentioned. Many applications also mentioned longer-term outcome measures such as API scores and SAT 9 scores for following up on children's progress during elementary school.

To assess program quality, school readiness programs most commonly mentioned the ECERS and parent surveys. Many programs also emphasized their attention to the qualifications of teachers, as demonstrated by examining staff resumes and professional records, teachers' knowledge of school readiness standards, and knowledge of child development and program services. Several programs also mentioned "increased articulation/coordination" between

[17] This initiative is sponsored by the David and Lucile Packard Foundation, the Ewing Marion Kauffman Foundation and the Ford Foundation.

prekindergarten and kindergarten staff as a measure of program quality. In general, programs tended to list indicators/outcomes rather than methods of measuring program quality. Examples of indicators and outcomes included "safe and healthy" environment, increased communication between parents and teachers, alignment of curriculum and outcomes, etc. Some programs mentioned the use of data collection systems but did not specify how these were used to assess program quality.

Elk Grove Unified School District's Longitudinal Study is an example of one district's attempt to answer the question, "Does preschool result in strong academic performance in later grades?" EGUSD has been maintaining data on children who were served in the district preschool program since 1989. The district has followed their progress through kindergarten and beyond, comparing their scores on standardized tests (the Stanford Achievement Test, 9th Edition) in later grades with the scores of children from the same high poverty schools who did not attend preschool. This comparison group was used because the demographic characteristics (e.g., ethnicity and socioeconomic status) of these students closely matched those of the children who attended EGUSD preschool programs. Using these data, the district has been able to demonstrate that those children who attended preschool programs located at Title 1 schools scored higher on standardized tests than other students from the same Title 1 schools who did not attend preschool. These results have bolstered EGUSD's efforts to secure additional funding, enabling them to expand their preschool programs to reach a broader number of children. (See additional information about EGUSD preschool programs presented earlier in this report.)

Practical Steps for Communities

Communities wishing to design and implement assessment strategies for use in program improvement and/or evaluation to enhance child and family results have important decisions to consider. Fundamental to the development of a design for local assessment practices is agreement among key stakeholders on the overriding purpose(s) for which an assessment plan is desired. Discussions about the intended purpose(s) of assessment, however, must include representatives from each of the major stakeholder groups that may potentially benefit from the assessment information. In this way, the multiple perspectives of potential end-users are reflected at the onset and consensus can be built and sustained. The following types of questions can guide initial considerations:

- Who are the major stakeholders to benefit from assessment information?
- For what purpose(s) are assessment data required?
- What are the desired results to be achieved for children, families, and programs?
- Who/what are the contributors to these desired results?
- What indicators will demonstrate that the desired results are being achieved?
- At what level(s) (e.g., child, family, program, community, system) will assessment data be collected?
- How can these indicators be measured in ways that are developmentally, culturally, ethnically, and linguistically appropriate?
- Are measurement strategies theoretically sound, technically valid, and reliable sources for information gathering?

- Are proposed measurement tools compatible with the purpose and needs of the community?
- What are the costs of implementing and sustaining assessment plans?
- What safeguards are needed to minimize the risks associated with misuse of assessment data for individual children or families?
- At what level(s) and for whom will assessment data be reported?

Practical steps for developing a system to measure progress and results for programs serving preschool children and their families include the following:[18]

1) Create a vision of the results key stakeholders want for their community.
2) Set and prioritize goals and develop short- and long-term strategies for turning the vision into reality.
3) Decide who is to share responsibility for the assessment design and implementation process. Clarify lines of authority and individual responsibilities.
4) Decide how progress and results will be measured at the individual, family, program, and community levels, as appropriate to the intended program purpose(s). Consider how sharing of processes can help with data collection and information dissemination.
5) Decide how data will be collected and shared at all levels, appropriate to the purpose(s) of assessment. Consider the availability of historical or benchmark data from which to build indicators of progress. Encourage the use of multiple measures so that findings can be corroborated across measures. Link progress and results to fiscal information to determine the unit costs of achieving desired results or to compare the cost-effectiveness of varying approaches to achieving results.
6) Decide which indicators and benchmarks to use, guided by the vision, goals, and intended results of the program. Consider a broad range of possibilities (including existing model indicators currently being used for assessing related national, state, or local child and family initiatives), weigh the costs and benefits of each, and build widespread support for why particular indicators are selected. Early childhood system measurements can be grouped into four categories:
   - What children know and can do
   - Child and family conditions
   - The supply, adequacy, and quality of services
   - Systems capacity
7) Decide how you will know if you have the right benchmarks and indicators
8) Decide how progress and results will be tied to funding or incentives, to promote fiscal accountability and to target available resources to achieve desired results.
9) Decide on what data will be needed, where it will be collected, and how often.
10) Select or develop instruments that are appropriate for measuring the benchmarks and indicators of interest.[19] Consider the validity and reliability of the instruments, their cultural sensitivity to the population(s) to be assessed, burden on respondents in terms of

[18] Adapted from O'Donnell, N. S. and Galinsky, E. (1998) Measuring Progress and Results in Early Childhood System Development. Families and Work Institute. New York.
[19] [ADD references for where to find possible assessment tools. – Burroughs, Mental Measurement, etc.]

time and effort, staff training needs to administer the assessments and interpret the data, and implementation costs (both start-up and ongoing).

11) Decide how to provide financial and technical support to results-based evaluation efforts. Consider the financial resources needed for indicator development, ongoing data collection, and public awareness activities.
12) Foster public "ownership" of the assessment plan by engaging the public in an inclusive process from beginning to end: goal-setting, indicator selection, evaluating progress, and dissemination of findings.
13) Decide how and when goals and procedures can be re-evaluated and revised on a regular basis.

Conclusion

Focusing on the results to be achieved as the starting point for the development of an assessment system helps to provide an overarching target toward which all subsequent decisions and strategies can be directed. This approach ensures that goals are aligned with strategies for assessing progress and that linkages between program inputs, outputs, and initial-, intermediate-, and long-term results are transparent. Nonetheless, the use of assessment for ongoing program improvement to enhance child and family results requires that purposes are clearly defined and agreed upon by key stakeholders from the outset and that rigorous standards for responsible use of data are maintained. For programs serving preschool children and their families, assessment of child progress, family experiences and satisfaction, and program quality together contribute to a rich portrait of the program's achievement of desired results as a whole. Program staff can use multiple sources of information about how they are doing to corroborate findings and target resources to where they are needed most. Community members also can benefit from assessment information by understanding the results of their investments so that scarce resources are allocated to where they can have the greatest impact. Finally, policymakers and community members should keep in mind that short-term program impacts may represent only a fraction of the benefits that can accrue over time. High quality preschool programs that include mechanisms for using assessment data for ongoing program improvements that enhance child and family results will likely show the greatest benefits and cost-savings over the long-term.

References

Abbott-Shim, M. & Sibley, A. (1998*). Assessment Profile for Early Childhood Programs: Research Edition II*. Atlanta, GA: Quality Assist, Inc.

Arnett, J. (1989). Caregivers in day-care centers: Does training matter? *Journal of Applied Developmental Psychology, 10*(4), 541-552.

Bailey, D. B., Jr., McWilliam, R. A., Darkes, L. A., Hebbeler, K., Simeonsson, R. J., Spiker, D., & Wagner, M. (1998, Spring). Family outcomes in early intervention: A framework for program evaluation and efficacy research. *Exceptional Children*, *64*(3), 313-316.

Cross T., Bazron, B., Dennis, K., & Isaacs, M. (1989). Towards a Culturally Competent System of Care, Volume I. Washington, D.C.: Georgetown University Child Development Center, CASSP Technical Assistance Center.

Dunkle, M. & Vismara, L., (2003). A Different Kind of Test, Good Developmental Checkups are Vital for School Readiness, *Education Week,* September 24, 2003, p. 38.

Elk Grove Unified School District (2003). Longitudinal Study of Preschool Student Achievement in the Elk Grove Unified School District – 1989-2002. Report prepared by Nancy Herota, Program Administrator, Learning Support Services – Pre-Kindergarten Programs, Elk Grove, California.

Guidelines for Appropriate Curriculum Content and Assessment in Programs Serving Children Age 3 Through 8. NAEYC. 1990. Available at http://www.naeyc.org/resources/position_statements/pscag98.pdf)

Harms, T., Clifford, R. M., & Cryer, D. (2000). Training session. Assessing Environments with the Early Childhood Environmental Rating Scale-Revised, Infant/Toddler Environment Rating Scale, School-Age Care Environment Rating Scale, and Family Day Care Environment Rating Scale. University of Phoenix, August 16-18, 2000.

Harms, T., Clifford, R., & Cryer, D. (2000) Early Childhood Environment Rating Scale-Revised Edition. New York: Teachers College, Columbia University.

Henderson, A. T., & Berla, N. (1994). A new generation of evidence: The family is critical to student achievement. St. Louis, MO: Danforth Foundation and Flint, MI: Mott (C. S.) Foundation.

Horton, C. and Bowman, B. T. (2002). Child Assessment at the Preprimary Level: Expert opinion and state trends. Herr Research Center, Erikson Institute. Occasional Paper, Number 3.

Jones, Jacqueline. (2003). Early Literacy Assessment Systems: Essential Elements. Educational Testing Service. Princeton, New Jersey. Available on-line: http://www.ets.org/research/pic

Lund, I., Rous, B., Moffett, C.L., Wood, K., & O'Keefe, H. (2002). *State Profiles on Pre-Kindergarten Standards and Accountability Systems*. Lexington, KY: University of Kentucky, State Preschool Accountability Research Collaborative (SPARC). Available on-line: http://www.ihdi.uky.edu/Sparc/states/Intro.pdf

McNaughton, D. (1994). Measuring Parent Satisfaction With Early Childhood Intervention Programs: Current Practice, Problems, and Future Perspectives. *Topics in Early Childhood Special Education,* 14, 26-48.

Meisels, S.J. (1998). Assessing Readiness. National Center for Early Development and Learning, Spotlight No. 3.

Meisels, S.J. & Atkins-Burnett, S. (2000). The Elements of Early Childhood Assessment. In J.P. Shonkoff & S.J. Meisels (Eds.), *Handbook of Early Childhood Intervention.* Cambridge: Cambridge University Press.

Muenchow, S. (2003). A Risk Management Approach to Readiness Assessment. In Scott-Little, C., Kagan, S.L., & Clifford, R.M. (Eds.). *Assessing the State of State Assessment: Perspectives on Assessing Young Children*. Greensboro, N.C.: The Regional Educational Laboratory at SERVE, Associated with the School of Education, University of North Carolina at Greensboro.

The National Association for the Education of Young Children (NAEYC) & The National Association of Early Childhood Specialists in State Departments of Education (NAECS/SDE). (2002). *Early Learning Standards: Creating the Conditions for Success.* Washington, DC: Author.

The National Association for the Education of Young Children (NAEYC) & The National Association of Early Childhood Specialists in State Departments of Education (NAECS/SDE). (2001). *Still Unacceptable Trends in Kindergarten Entry and Placement.* Washington, DC: Author. Available on-line: http://www.naeyc.org/resources/position_statements/psunacc.htm

The National Association for the Education of Young Children (NAEYC) & The National Association of Early Childhood Specialists in State Departments of Education (NAECS/SDE). (2003). *Early Childhood Curriculum, Child Assessment, and Program Evaluation: Building an Accountable and Effective System for Children Birth Through Age Eight.* Washington, DC: Author. Available on-line: http://www.naeyc.org/resources/position_statements/Position_Statement_2003.pdf

National Education Goals Panel (1995). *Reconsidering Children's Early Development and Learning: Toward Common Views and Vocabulary.* Washington, DC: Author. Available on-line: http://negp.gov/Reports/child-ea.htm

O'Donnell, N. S. and Galinsky, E. (1998) Measuring Progress and Results in Early Childhood System Development. Families and Work Institute. New York.

Rous, B.S., Moffett, C. L., & Lund, I. A. (2003). *Building Preschool Accountability Systems: Guiding Principles Resulting from a National Study, Technical Report #3.* Lexington: University of Kentucky, Interdisciplinary Human Development Institute, State Preschool Accountability Research Collaborative. Available on-line: http://www.ihdi.uky.edu/Sparc/

Scott-Little, C., Kagan, S.L., & Frelow, V.S. (2003). *Standards for Preschool Children's Learning and Development: Who Has Standards, How Were They Developed, and How Are They Used? Executive Summary*. Greensboro, NC: University of North Carolina, SERVE.

SERVE. (2003). "Institute for Readiness Assessment System: Making Them Work for All Children." Policy Brief. Available on-line: htpp://www.serve.org/Syc/policy.htm

Shepard, L., Kagan, S. L., & Wurtz, E. (eds.). (1998). Principles and Recommendations for Early Childhood Assessments. Washington DC: National Education Goals Panel.

Shepard, L., Kagan, S. L., & Wurtz, E. (2001). Principles and Recommendations for Early Childhood Assessments. The State Education Standard, 2(2), 5-12.

Simeonsson, R.J. (1988). Evaluating the Effects of Famly-Focused Intervention. In D. Bailey and R. Simeonsson (Eds.), *Family Assessment in Early Intervention* (pp. 251-267). Columbus. OH: Charles E. Merrill.

Smith, M.W. and Dickinson, D. K., with Sangeorge, A. and Anastasopoulos. L. (2002). Early Language and Literacy Classroom Observation Toolkit, Research Edition. Baltimore, MD: Brookes Publishing.

Superintendent's Universal Preschool Task Force. (1998). *Ready to Learn: Quality Preschools for California in the 21st Century.* Sacramento: California Department of Education.

U. S. Department of Health and Human Services. (2002, June). *Early Childhood Education and School Readiness: Conceptual Models, Constructs, and Measures* (Workshop Summary, June 17-18, 2002). Washington, DC: Author. Available on-line: http://www.nichd.nih.gov/crmc/cdb/Kyle-workshop.pdf

Whitebook, M., Sakai, L., Howes, C., and Wishard, A. (2003). Accreditation as a Strategy for Improving and Sustaining Quality: A Longitudinal Assessment. Early Childhood Research Quarterly. Vol. 18, No 4.

Section 7:
Making the Local Case for Preschool for All

Susan Muenchow, Senior Research Scientist
American Institutes for Research

Introduction

Many studies, as summarized in Table 8-1, confirm both the short-term and long-term benefits of quality preschool. Although the positive results are most pronounced for children who are economically or educationally disadvantaged, all children benefit from high-quality early education programs.

But how does one make *the local case* for voluntary Preschool for All*?*

This section provides a brief list of strategies, a table summarizing the benefits of preschool, and a sample presentation for making the local case for preschool.

Strategy 1: Showcase "Proud" Programs

Having the support of the School Superintendent and other powerful community leaders is essential, notes Paul Miller, executive director of Kidango. Miller's agency now administers preschool programs on all eight elementary school campuses in Union City in the New Haven Unified School District in Alameda County and has just begun the operation of child development programs for Alum Rock in Santa Clara County.

Kidango' operation of preschool programs on all elementary school campuses in Union City comes the closest to universal access of any program currently operating in the State of California. Although Kidango is a private agency, it enjoys strong support from the school system in the form of reduced occupancy costs and other in-kind support.

One key to the program's community support is that Miller and other staff are always ready to welcome visitors to the program. Miller points out the practical benefits of a program that focuses on language development in a city that is ethnically, economically and culturally diverse. He notes that the program is staffed predominantly by teachers with Bachelor's degrees, and he reveals that all of the programs score above 5 on the Early Childhood Environment Rating Scale ("Some as high as 6.8 out of 7"), and that all are either accredited or in the process of becoming accredited by the National Association for the Education of Young Children. He wins support from businesses and foundations to complement state, federal and local funds, and thereby strengthens the image of the program in the broader community.

Support for preschool from the former New Haven Unified School District Superintendent Ruth McKenna is evident: "There is no substitute for front-loading literacy," McKenna told the *San Jose Mercury News* (Corcoran, 2002). "My effort here is to demonstrate over time that this is successful in a district with demographics that reflect greater California."

Strategy 2: Document Impact on School Performance

It is also important to provide local evidence of the effectiveness of preschool programs in narrowing the educational gap. Perhaps the best California example of this strategy comes from

the Elk Grove School District near Sacramento. The school district has been tracking the scores of children enrolled in preschool programs for several years. Based on data, children who attended school-based pre-kindergarten programs (Head Start, State Preschool, Title I Preschool) in schools where a majority of the children are eligible for free or reduced price lunch scored above the national average on the Stanford 9 in first grade in reading, language and math.

As Elizabeth Pinkerton, former director of preschool programs notes, "When we show these data to school officials, they speak for themselves." The leadership and support of School Superintendent Dave Gordon has been essential. Elk Grove, unlike most school districts in California, allocates 1/6th of its Title I Elementary and Secondary Education funds to preschool programs. Interestingly, when Santa Ana shared similar research findings with school officials, the school district responded by investing $1.5 million in Title I funds in preschool services.

See the Appendix for a presentation recently provided by Elk Grove to the School Board with documentation of the effect of preschool on school performance.

Strategy 3: Localize Estimates of Savings

It may be possible to estimate the local savings that would eventually be possible if quality preschool were truly available to all children.

As noted early in the first section of the Toolkit (page 5), one of the anticipated benefits of Preschool for All is a reduction in grade retention and school dropout rates. According to a cost benefit analysis based on the Chicago Parent-Child Centers, a program that serves economically disadvantaged children, every $1 spent on high quality early education saves $7 in reduced expenditures for special education, delinquency, crime control, welfare and lost taxes – or an estimated $48,000 in benefits per child from a half-day preschool program (Reynolds et al., 2002).

Although research has traditionally focused on the benefits of preschool for children in poverty, problems such as grade retention and high dropout rates are more common among the middle class than often assumed (Barnett & Hustedt, 2003). Thus, based on the fact that 9% of children in families with incomes in the top 20% income bracket are held back in school, compared with 18% in the lowest 20%, and that preschool helps reduce grade retention, the National Institute for Early Education Research (2003) estimates the savings associated with making preschool available to *all* children to be $25,000 per child, or roughly half of the benefit estimated for children from low-income families alone.

Strategy 4: Make the Case for Equity

In making the case for Preschool for All, advocates frequently confront resistance from those who correctly point out that California (not to mention the nation as a whole) currently allocates insufficient funds even to provide preschool or other early care and education services for all of the poorest, most vulnerable three- and four-year-olds who are likely to derive the greatest benefits from quality preschool.

However, as discussed in Section 1, at least in cities with populations of more than 250,000, two-thirds of the preschool children are estimated to have at least one of the risk factors associated with not being ready for school: living in poverty, or in single parent households, or with a mother with less than a high school education, or in a household where English is a second language (West, Denton, & Germino-Hausken, 2000: Zill & West, 2000). Thus, it is questionable whether it is fair, much less effective, to target preschool to children with one risk factor such as living in poverty while denying preschool to the rest of the children. Preschool participation is below the national average in California, and is lowest for children from families just above the poverty line (National Institute for Early Education Research, 2003). Especially in California, where a family can be unable to afford food and housing and yet still be above the income ceiling for publicly subsidized programs, making poverty the criterion for admission to preschool seems ill-advised.

Furthermore, making preschool accessible to *all* children may be the most effective way to ensure that services finally reach the most vulnerable children. Despite nearly 40 years of advocacy, Head Start and the State Preschool Program still serve only a fraction of the eligible children, and waiting lists for subsidized child care for low-income families continue to grow. It is possible that the only way to build the public will necessary to secure sufficient funds to make preschool available to all children from low-income families is to make the service accessible to the non-poor as well.

Finally, there is the issue of uneven distribution of preschool services. The supply of early care and education may vary greatly even within one county. While there is sufficient supply to serve 18% of the total population in west Los Angeles, there is only enough to serve 6% in east Los Angeles (Fuller et al, 1997; Cuthbertson et al, PACE, March, 2000, Los Angeles County Child Care Needs Assessment). Only when there is a public commitment to make preschool available to all children is it likely that there will be systematic attention to these inequities in preschool availability.

In making the case for preschool as "the most important grade," W. Steven Barnett and Jason Hustedt (2003) cite an article by John Merrow (2002) in *USA Today:*

"We can, and should, be creating a preschool system that would be good enough for everyone. Public preschools should be built the same way we constructed our highway system: the same road available to all Americans, rich and poor."

Strategy 5: Seek Endorsements from Beneficiaries, Not Just Practitioners

It is one thing when early care and education providers tout the benefits of preschool; it is quite another when the same message comes from so-called "third party" endorsers -- parents, business leaders or elected officials who will play no part in the delivery of the programs.

California Poll Underlines Parent Support

Poll results suggest that California parents strongly support expanded access to preschool as a strategy to promote school readiness. From September 26 to October 8, 2002, Peter D. Hart

Research Associates conducted a statewide survey on behalf of First 5 California. Poll results indicated the following:

- "This research's key conclusion is that the large majority of Californians believe that the state has a responsibility to ensure that all young children are able to attend preschool and pre-kindergarten programs" (Peter D. Hart Research Associates, 2002).

- Nearly 80 percent of Californians believe that there should be state funds for preschool. One in two adults in California see preschool as so important that they think it should be provided at taxpayers' expense to *all* families, regardless of income, according to the poll, and another 3 in 10 think the state should provide the funds for children from low-income families to voluntarily attend preschool.

- Because Californians believe that funding preschool is an investment that will pay off in improving student achievement in elementary and secondary school, they see preschool as part of the strategy for improving K-12 education.

Business Community Support

In recruiting local business support for Preschool, it may be helpful to refer to the endorsements of other business leaders. For example, Art Rolnick, Senior Vice President and Director of Research for the Federal Reserve Bank of Minneapolis, and Rob Grunewald, Regional Economic Analyst, make a convincing economic case for publicly funding preschool and other early childhood development programs (Rolnick & Grunewald, 2003).

Noting that "well-grounded benefit-to-cost ratios are seldom computed for public projects," Rolnick and Grunewald propose instead calculating the "internal rate of return" – or the interest rate received for an investment consisting of payments and revenue that occur at regular periods. Based on the High/Scope study that linked enrollment in the Perry Preschool program to improved school completion rates and reduced welfare and crime, Rolnick and Grunewald estimate the internal rate of return, adjusted for inflation, for that program at 16 percent. "Compared with other public investments, and even those in the private sector, an Early Childhood Development Program seems like a good buy."

Key Role of Newspaper Publisher and Mayor in Florida

Behind Florida's successful constitutional amendment stipulating that all 4-year-olds in the state be offered a free preschool education by 2005 is the involvement of two people who had no background as early childhood educators. David Lawrence, Jr., publisher emeritus of *The Miami Herald* and now president of the Early Childhood Initiative Foundation, is an effective champion for preschool because he is an articulate, respected former newspaper leader – someone who had no vested interest in early childhood services. Lawrence worked strategically with Mayor Alex Penelas of Miami-Dade County to develop the preschool movement in the state.

In 1999 Lawrence organized and Penelas convened a Mayor's Children's Summit attended by 6,000 people. They then worked to convince county voters to pass a Children's Trust, which

provides funding for child care, after-school programs and health-related activities. Finally, they gathered almost a million petition signatures throughout the state to place an initiative on the ballot to guarantee access to preschool to every 4-year-old, and the measure was overwhelmingly approved.

Key Leaders in California

In California major champions outside the usual early care and education circles are also emerging. At its July 2003 meeting, the First 5 California Children and Families Commission heard from local education leaders in support of First 5 Preschool for All Demonstration Projects (a funding allocation of $100 million over 5-7 years was approved by the Commission at this meeting). Chairman Rob Reiner noted that politicians have for years said "Children are our future," but there is rarely an investment made. Local leaders from Santa Clara County and the City of West Sacramento described their investments in local preschool programs.

Larry Aceves, Superintendent, Franklin-McKinley School District, Santa Clara County, reported that he is privileged to have a school board, city and county that is enlightened about the benefits of preschool. They understand that more needs to be done than simply educating children when they come through the kindergarten door. Recognizing the need for more resources and collaboration, two mayors in San Jose have made it a priority to work with preschools in the community. In a district in which 55% of the children are limited English proficient, 78% are on free and reduced lunch, and 52 languages are spoken, the school district produces and distributes all materials in four languages and offers free health and dental clinics. Because it is critical to maintaining funding, the district works closely with outside collaboratives.

Alfonso Anaya, Superintendent, Alum Rock Unified School District, Santa Clara County (who is serving in his third superintendent position in California), reported that Alum Rock Unified is the largest K-8 district in Santa Clara County with 16,000 students and is very impoverished. Superintendent Anaya is the Past President of the California Latino Superintendents Association, was a member of the Universal Preschool Framework Committee, and is also on the California School Boards Association, Superintendents Council. Having come from a migrant family of 11 non-English speaking children, and with his own background as a kindergarten teacher with a bachelor's degree in child development, Superintendent Anaya fully appreciates the challenges schools face and the value of preschool. He stressed the importance of being aware of the needs of children with disabilities and other special needs and of children that are non-English speaking, and of including parents in planning preschool programs.

Christopher Cabaldon, Mayor, City of West Sacramento, stated that small and medium-sized cities are interested in supporting this type of preschool effort in their communities. Voters in West Sacramento in 2002 passed a one-half cent sales tax increase for a variety of purposes, with a portion allocated for preschool. Mayor Cabaldon is also proposing for City Council approval in 2004 a developers "impact" fee to fund preschool programs. As a Member of the Board of the League of California Cities, Mayor Cabaldon offered to work with First 5 California on developing a model ordinance for cities to use in looking at impact fees and special taxes to support child care wrap-around services and preschool.

Table 8-1. Benefits of Quality Preschool

Short-Term Benefits	***Source***
Children, especially those whose mothers have a low level of education, who attend well-planned, quality early childhood programs have: • Higher rates of school readiness • Better language ability • Fewer behavior problems, and • Higher cognitive performance	*Eager to Learn: Educating Our Preschoolers*. Bowman, B., Donovan, M., & Burns, M. (Eds.) (2001). National Research Council, Washington, D.C.: National Academy Press.
Based on a stratified random sample of child care centers in California and three other states, children who attend child care with higher quality classroom practices have: • Better language skills and • Better math skills, from the preschool years into elementary school	*The Children of the Cost, Quality & Outcomes Study Go to School. Technical Report.* Peisner-Feinberg, E., Burchinal, M., Clifford, R., Yazejian, N., Culkin, M. Zelazo, J., Howes, C., Byler, P., Kagan, S. & Rustici, J. (1999). Chapel Hill: Frank Porter Graham Child Development Center.
Based on data collected in the Elk Grove School District, children who attended school-based Pre-kindergarten programs (Head Start, State Preschool, and Title I) performed: • Above the national average on the Stanford 9 in first grade • Their average NPR scores were 68 (Reading), 62 (Language), and 63 (Math)	Data collected by Elk Grove School District in California, 2001-2002 school year (see attached presentation in this section).
Children participating in high quality child care programs scored: • Significantly better on language, print awareness, and math than did children from low quality centers. • The influence of child care quality was equal for children from poor and non-poor families, indicating that all children benefit from high quality.	*Smart Start and Preschool Child Care Quality in North Carolina: Changes Over Time and Relation to Children's Readiness.* Bryant, D., Maxwell, K., Taylor, K., Poe, M., Peisner-Feinberg, E., & Bernier, K. (2003). Chapel Hill, N.C.: Frank Porter Graham Institute.

Long-Term Benefits	***Source***
Based on a follow-up study of children in a high quality preschool program in inner city Chicago: • Every $1 spent on high-quality early education programs saves $7 in reduced future expenditures for special education, delinquency, crime control, welfare, and lost taxes -- or an estimated present value of $48,000 in benefits per child from a half-day public school preschool program. • Children who attended the preschool program had a 20 percent higher rate of high school graduation, a 42 percent lower rate of juvenile arrest for violent offenses, a 41 percent reduction in special education needs, and a 52 percent reduction in abuse and neglect.	*Long-Term Effects of an Early Intervention on Educational Achievement and Juvenile Arrest: A 15-Year Follow-Up of Low-Income Children in Public School.* Reynolds, A., Temple, J.A., Robertson, D.L., & Mann, E.A. (2001). Journal of the American Medical Association, 285: 2339-2346. *Age 21 Cost-Benefit Analysis of the Title I Chicago Child-Parent Centers*. Reynolds, A., Temple, J., Robertson, D., & Mann, E. (2002). University of Wisconsin (Institute for Research on Poverty Discussion Paper #1245-22).
Based on a longitudinal study of disadvantaged children attending a 20-hour per week preschool program combined with frequent home visits, preschool children had: • Fewer special education placements, grade retentions, teen pregnancies, and high school dropouts. • The program was estimated to save $7.16 for every $1 spent.	*Changed Lives: The Effects of the Perry Preschool Program on Youths through Age 19.* Berreuta-Clement, et al. (1984) Monographs of the High/Scope Educational Foundation, Number 8.
Both of the above studies only look at low-income children. Based on the fact that 9% of children in families with incomes in the top 20% are held back in school, compared with 18% in the lowest 20%, NIEER estimates: • The benefits across all children to be $25,000 per child, or roughly half of the benefit estimated for children from low-income families.	*National Institute for Early Education Research, Economic Benefits of Quality Preschool Education for America's 3- and 4-year olds*. National Institute for Early Education Research. (2003). Available at: http://nieer.org/resources/facts/index.php?FastFactID=6.

References

Barnett, W.S., & Hustedt, J.T. (2003). Preschool: The Most Important Grade. *Educational Leadership*, 60 (7), 54-57.

Corcoran, K. (2002). Providing Preschool for All, *San Jose Mercury*, August 19, 2002.

Cuthbertson, B.B., Fuller, B., & Hirschberg (2000). *Los Angeles County Child Care Needs Assessment.* Berkeley, CA: University of California, PACE.

Fuller, B., Coonnerty, Choong & Kipnis, F. (1998) *An Unfair Head Start: California Families Face Unequal Access to Child Care.* Berkeley, CA: University of California, PACE.

Merrow, J. (2002) European Preschools Should Embarrass USA. *USA Today*, July 17, 2002.

National Institute for Early Education Research. (2003). *Economic Benefits of Quality Preschool Education for America's 3- and 4-year-olds.* Available at: http://nieer.org/resources/facts/index.php?FastFactID=6.

News from CTA, October 29, 2003. *California Teachers Association and Rob Reiner Form Partnership for New Education Funding Initiative*. www.cta.org/News/2003.

Reynolds, A., Temple, J., Robertson, D., & Mann, E. (2002) *Age 21 Cost-benefit Analysis of the Title I Chicago Child-Parent Centers.* Madison, WI: University of Wisconsin (Institute for Research on Poverty Discussion Paper #1245-02).

Rolnick, A. & Grunewald, R. (March 2003). Early Childhood Development: Economic Development with a High Public Return. Federal Reserve Bank of Minneapolis, *Fedgazette*.

West, J., Denton, K., and Germino-Hausken, E. 2000. *America's kindergartners. Findings from the Early Childhood Longitudinal Study, Kindergarten Class of 1998-99*, Fall 1998. Washington, DC: U.S. Department of Education, NCES. (NCES 2000-070)

Zill, N. & West, J. (2000) *Entering kindergarten*: A *Portrait of American Children Entering Kindergarten.* Condition of Education 2000, NCES 2000-062. Washington, D.C.: National Center for Education Statistics.

ELK GROVE UNIFIED SCHOOL DISTRICT

Pre-Kindergarten Programs

Report to the Board of Education
September 15, 2003

Pre-Kindergarten Goals

- Children will be ready to learn and make a successful transition to kindergarten.
- Parents will be provided with parenting education, information about their child's learning, and job training.
- Provisions will be made for the inclusion of children with disabilities in Pre-Kindergarten classes.
- State and federal funding sources will be coordinated and aligned to enhance student learning and maximize student achievement.

2003-04 Pre-K Enrollment: **873** students

1. Head Start – 260 students
   - Eligibility: Federal poverty guidelines
   - Schools: Florin Elementary, Samuel Kennedy, Charles Mack, Florence Markofer, Prairie Elementary, David Reese
2. Title I – 210 students
   - Eligibility: Attendance at Title I school
   - Schools: Florin Elementary, Samuel Kennedy, Charles Mack, Prairie Elementary, David Reese
3. First 5 Sacramento (Prop 10) – 120 students
   - Eligibility: Attendance at Title I school
   - Schools: David Reese and Prairie Elementary
4. First 5 California (School Readiness Initiative) – 60 students
   - Eligibility: Attendance at Samuel Kennedy, Charles Mack or Prairie
   - School: Herman Leimbach Elementary
5. State Preschool – 40 students
   - Eligibility: State income guidelines
   - Schools: Samuel Kennedy and Charles Mack
6. Adult & Community Education
   - Partners Preschool – 144 students
   - William Daylor Child Development Center – 39 students

High Quality Standards and Curriculum

- District pre-kindergarten standards for Emerging Literacy and Emerging Numeracy are based on kindergarten standards and benchmarks.
- The pre-kindergarten program utilizes Letter People curriculum by Abrams & Company and Growing with Mathematics by McGraw Hill.

Highly Qualified Teaching Staff

- All Pre-K teachers have college degrees and child development backgrounds. They are paid on the same salary schedule as EGUSD K-12 teachers. New hires are required to possess a multiple subject teaching credential.
- All Pre-K instructional assistants have at least 6 units of early childhood education (ECE) courses. New hires are required to have 48 college units or an AA degree.
- Each class of 20 children is staffed with two adults (teacher and instructional assistant) and a part-time parent leader.

High Quality Professional Learning

- An instructional coach provides job embedded professional learning.
- In addition, teachers attend training each month to share ideas and articulate with kindergarten teachers.
- Elk Grove Unified School District has established a partnership with University of Texas through the CIRCLE (Center for Improving the Readiness of Children for Learning and Education) Project that has strengthened our focus on literacy and oral language development.

Our Pre-Kindergartens Serve ALL Students Through Creative Partnerships for Full Inclusion

- Collaboration with Sacramento County Office of Education
  - Prairie Elementary, 2 full inclusion classrooms
  - Florence Markofer Elementary, 2 full inclusion classrooms
- Collaboration with Intervention Services for Preschool Aged Children (ISPAC)
  - Florin Elementary, 2 full inclusion classrooms
- Therapeutic Preschool Classes, 2003-04
  - Herman Leimbach Elementary, 4 full inclusion classrooms

Innovative Use of Facilities

Classes have varied time schedules to maximize the use of the Pre-Kindergarten portable.

A.M. – 3.5 hours, Monday – Thursday

Or

3 hours, Monday – Friday

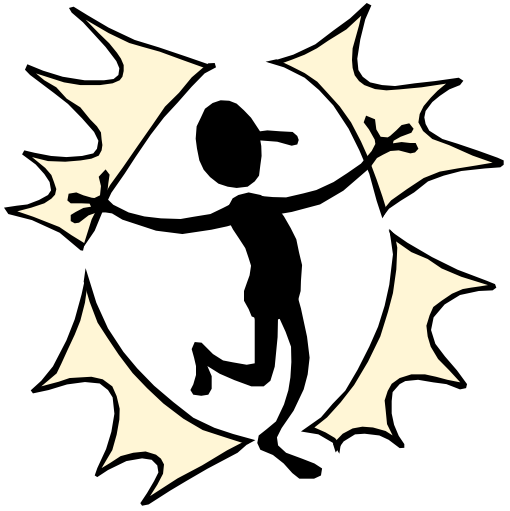
P.M. – 3.5 hours, Monday – Thursday

Pre-Kindergarten and Kindergarten classrooms

Twilight – 3 hours, Tuesday – Thursday

3:15 – 6:15 p.m.

Elk Grove's high quality pre-kindergarten programs have produced high quality results.



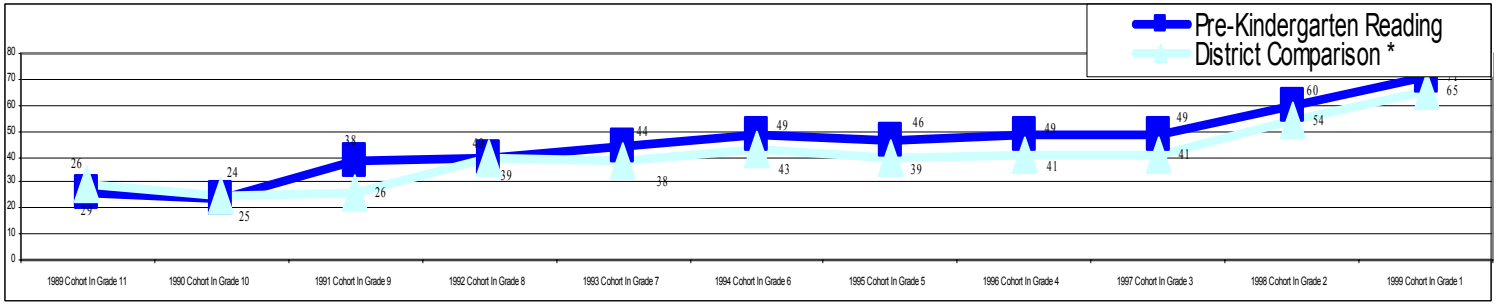
Elk Grove's Longitudinal Study

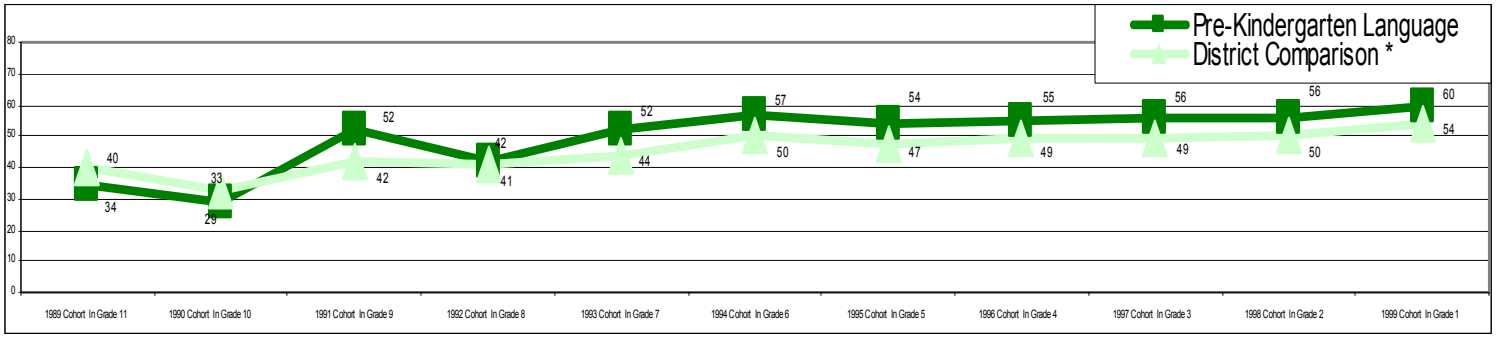
Elk Grove Unified School District's Longitudinal Pre-Kindergarten Study addresses the critical question:

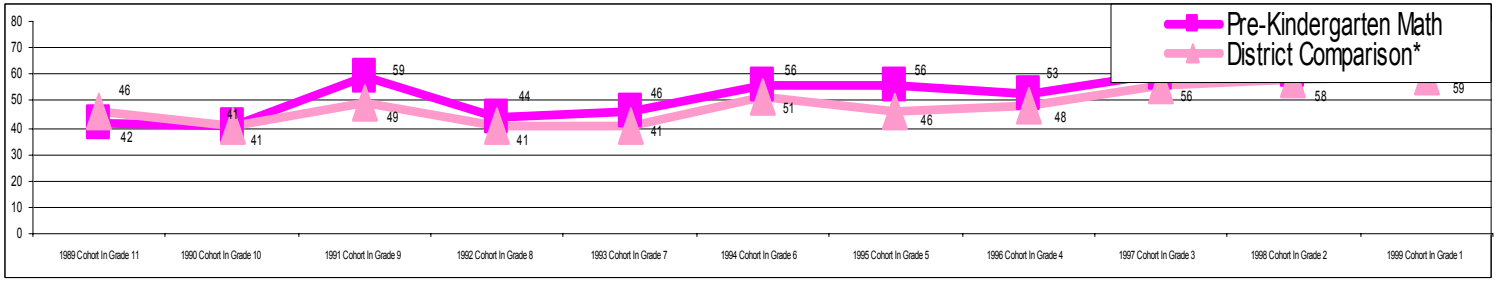
Does pre-kindergarten result in strong academic performance in later grades?

Longitudinal Study of Pre-Kindergarten Student Achievement in the Elk Grove Unified School District, 1989-2001

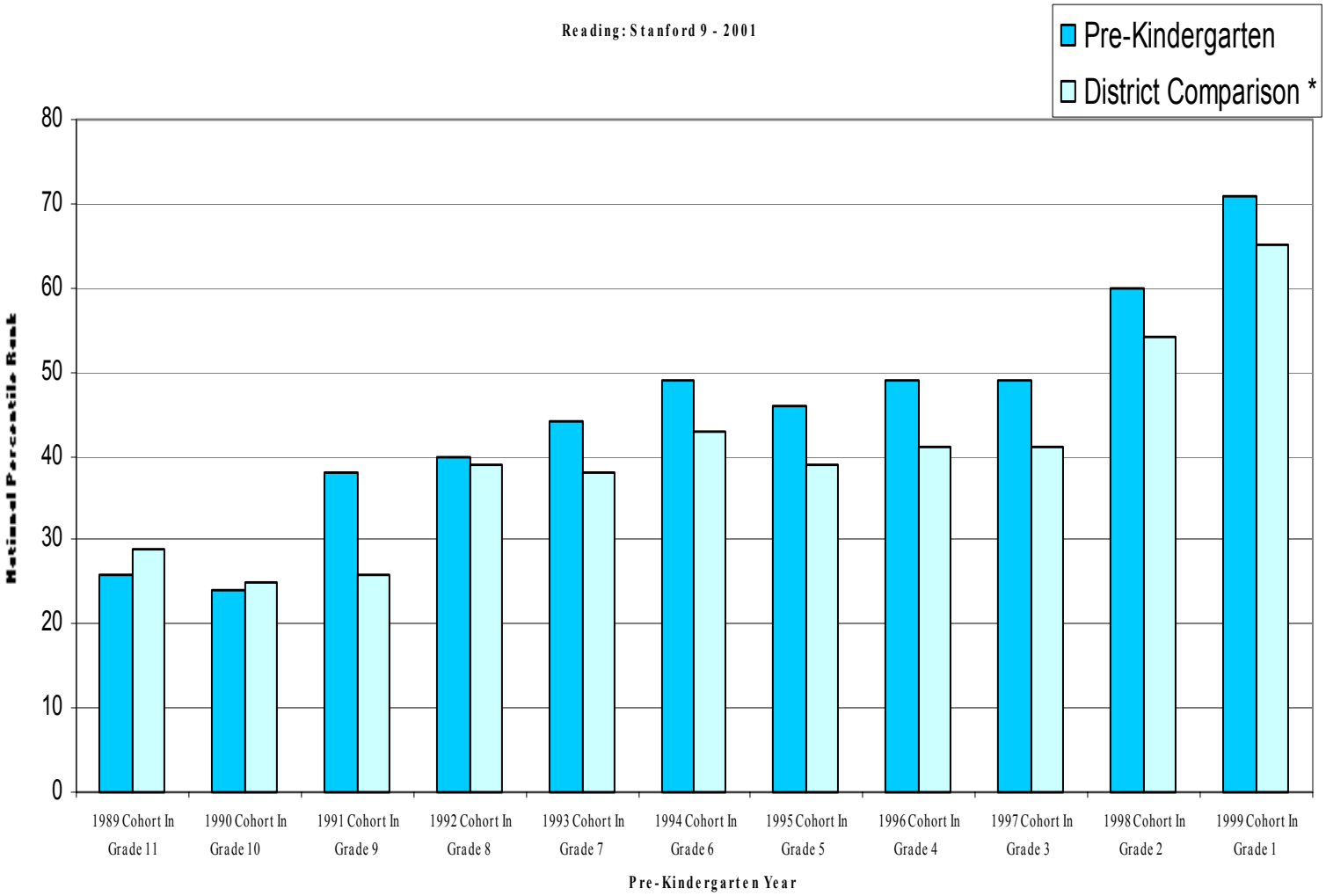
- Longitudinal study includes pre-kindergarten students who have been enrolled in the District since 1989.
- Study based upon 2001 results of the Stanford Achievement Test, 9th Edition (SAT 9).
- Data demonstrates that children who attended pre-kindergarten scored higher on standardized tests when compared to the average scores of students at Title I schools.



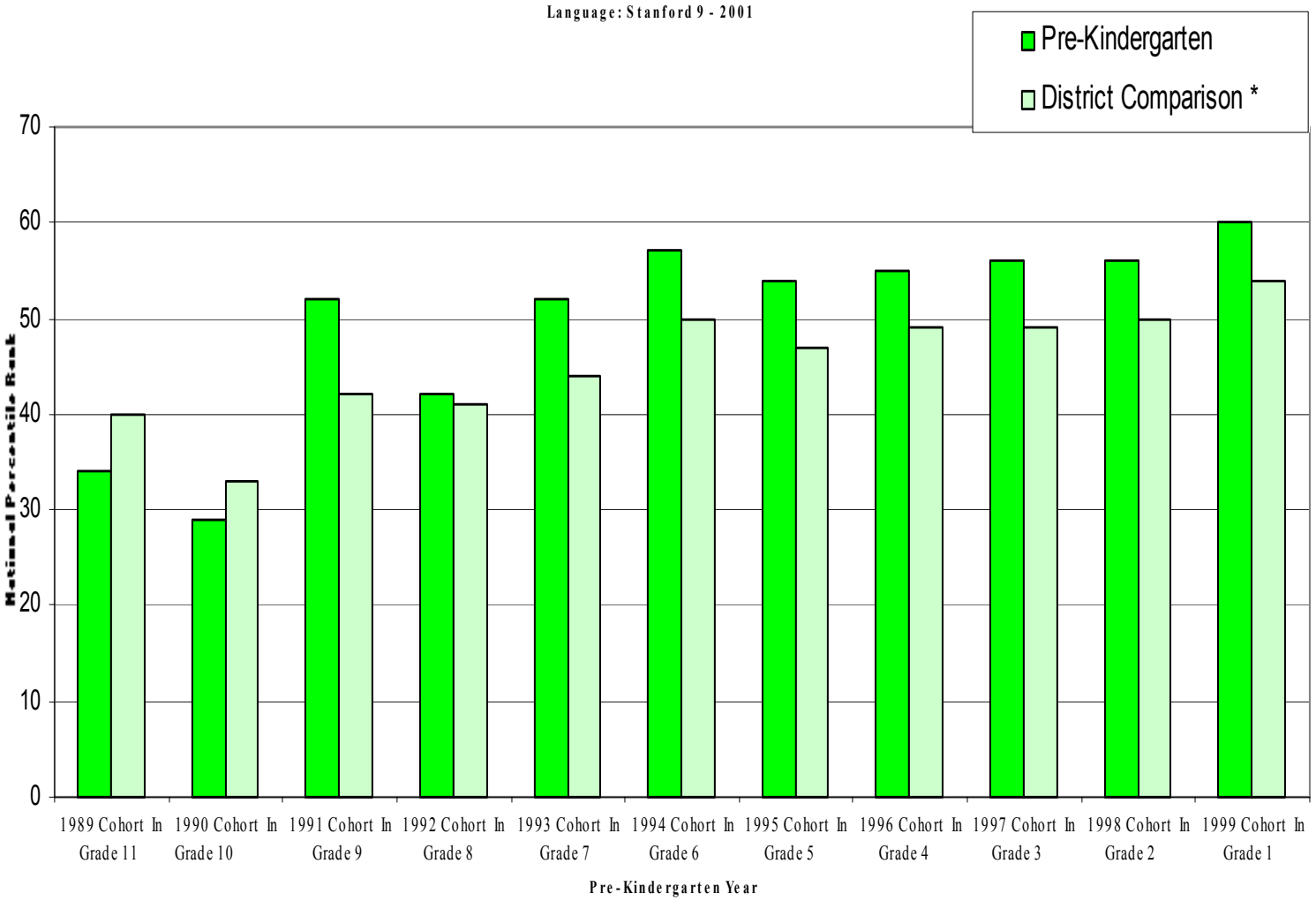




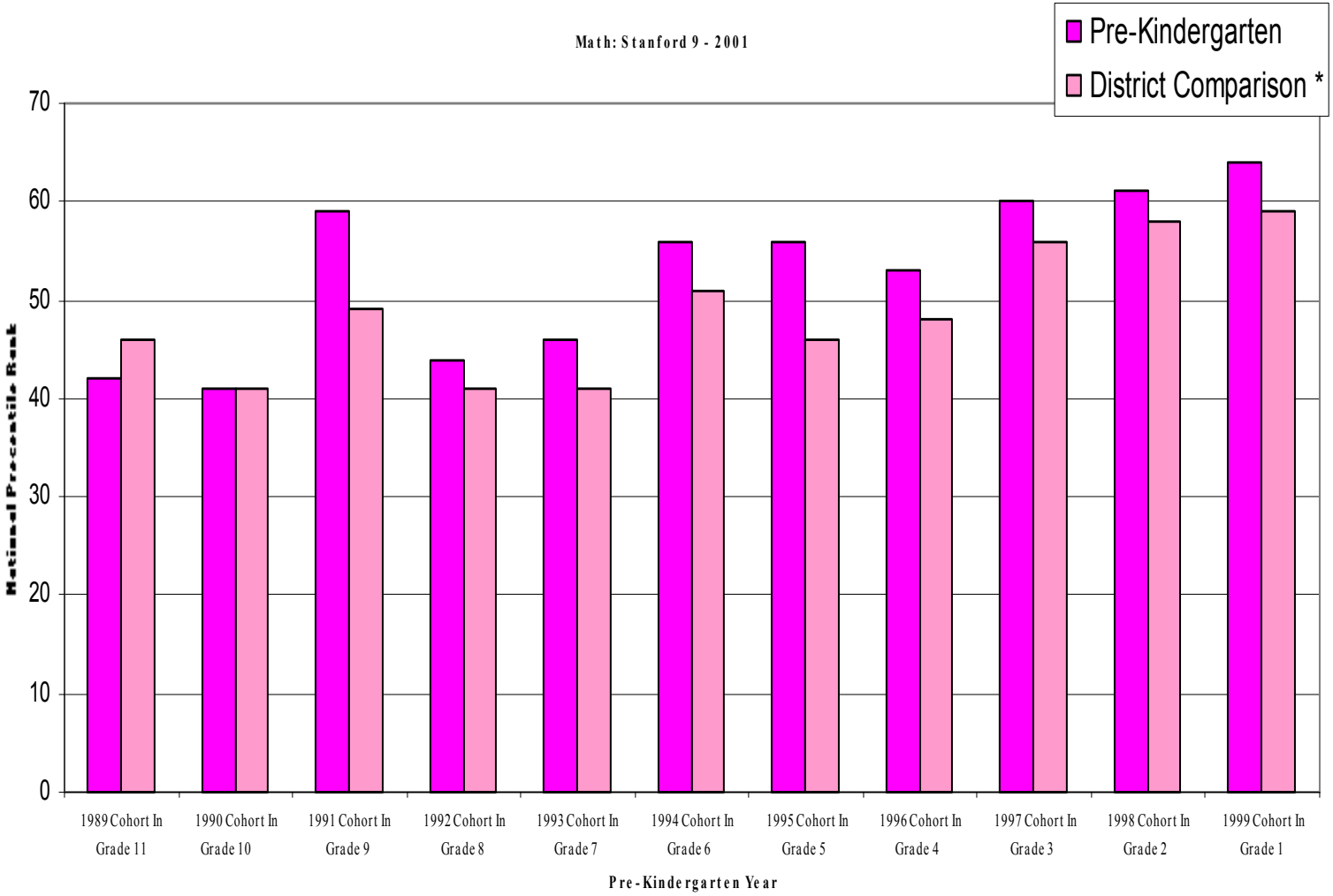
*The elementary comparison group consists of the scores of the students in the 10 Title 1 schools. The secondary comparison group consists of the high poverty secondary schools, Samuel Jackman, James Rutter Middle Schools, Florin and Valley High Schools.



* The elementary comparison group consists of the scores of the students in the 10 Title 1 schools. The secondary comparison group consists of the high p
James Rutter Middle Schools, Florin and Valley High Schools.



* The elementary comparison group consists of the scores of the students in the 10 Title 1 schools. The secondary comparison group consists of the high p
Jackman, James Rutter Middle Schools, Florin and Valley High Schools.



*The elementary comparison group consists of the scores of the students in the 10 Title 1 schools. The secondary comparison group consists of the high pc Jackman, James Rutter Middle Schools, Florin and Valley High Schools.

New Opportunities 2003-2004

- School Readiness Initiative
  (First 5 – Prop 10)
- Early Reading First
- The David and Lucile Packard Foundation
- "Preschool for All" – Demonstration Projects

Pre-Kindergarten is the Way of the Future